

*A Look Ahead in*  
**Secondary  
Education**

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## Foreword

*A Look Ahead in Secondary Education* is the report of the Second Commission on Life Adjustment Education for Youth. It consists of an account of the activities of the Commission carried on during its 3-year (1950-53) tenure (Chapter One), descriptions of related activities carried on in the different States and dioceses (Chapter Two), and an analysis of secondary education and a look ahead (Chapter Three). In the opinion of the writers Chapter Three is of sufficient significance to warrant the use of its title for the entire publication. The chief value of the National and State activities reported in the first two chapters is in the foundation they provide for a look ahead and for planning next steps to improve secondary education in the United States.

Included here are points of emphasis which were developed less completely in *Vitalizing Secondary Education*, the report of the first Commission. It is hoped that the two reports will be supplementary to each other, and that both publications will be useful to all persons interested in improving secondary education.

One or two persons from each State, including representatives of all State departments, were invited to provide information on improvements being made in secondary education. They were also invited to read a tentative edition of this report and to make suggestions for improving it. Many of these suggestions are a part of the present publication.

The Second Commission is grateful to the many persons who have cooperated so helpfully in the preparation of this report. ✓

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IV



## Activities of the Second Commission

THE FIRST Commission on Life Adjustment Education for Youth was appointed in the autumn of 1947, and served until its formal report was accepted at the October 1950 National Conference in Chicago. In two respects the Commission was distinctive: (1) It existed to promote action and (2) it was a joint effort of vocational and general educators.

The Commission emphasized an increased concern for *general* education. It felt that *specialized* secondary education represented by both preparation for entrance to college and for entrance into skilled occupations was not enough. This concern had already been expressed by the American Youth Commission<sup>1</sup> and by the Harvard Committee which reported on *General Education in a Free Society*.<sup>2</sup> The Commission's goals were (1) to retain in the high schools all youth of high-school age and (2) to provide appropriate educational programs for them. These goals had already been stated by numbers of committees of the National Education Association, the American Vocational Association, and the National Association of Secondary School Principals.<sup>3</sup> The Commission on Life Adjustment Education for Youth was not appointed to make a new statement of these goals but to promote action in achieving them. It was a joint effort of both vocational and general educators.

The first Commission adopted a statement of seven guiding principles of life adjustment education and invited each State department of education to appoint or designate a State committee to aid local schools in getting programs under way. The Commission issued publications and sponsored national and regional conferences. It cooperated with State committees, State departments of education, teacher-education institutions, and professional associations in helping local secondary schools develop plans to meet.

<sup>1</sup> Douglass, Harl R. *Secondary Education for Youth in Modern America*. Washington, D. C., American Council on Education, 1937. 137 p.

<sup>2</sup> *General Education in a Free Society*. Harvard Committee Report. Cambridge, Mass., Harvard University Press, 1945. 267 p.

<sup>3</sup> *The Cardinal Principles of Secondary Education*. Washington, U. S. Government Printing Office, 1918. 32 p. (Prepared by a committee for the National Education Association.)

*Vocational Education in the Years Ahead*. Washington, U. S. Government Printing Office, 1945. (Office of Education, Vocational Division Bulletin No. 234.) 329 p.

Dodds, B. D. That All May Learn. *Bulletin of the National Association of Secondary School Principals*, 23: 164-65, November 1939.

*Education for All American Youth*. Educational Policies Commission, Washington, D. C., National Education Association, 1944. 402 p.

life adjustment education criteria. In its report to the October 1950 National Conference in Chicago may be found an account of these plans and activities.<sup>4</sup>

Participants in the October 1950 Conference at Chicago gave general approval to the plans and activities of the Commission. In addition they made a number of specific recommendations,<sup>5</sup> among which were the following:

That the U. S. Commissioner of Education appoint a new Commission for a period of three years to continue the study and to promote action for education of youth for life adjustment. The membership of this Commission should represent the organizations represented in the preceding Commission, with the addition of lay representation, a representative of teacher education, a representative of classroom teachers, and representatives of such other groups as the Commissioner may designate. . . .

That the function of the Commission shall be to promote action programs in all public and private secondary schools and to coordinate the efforts of all special interest groups in education toward providing better education for American youth.

That the Commission promote regional and national conferences during its tenure of office.

The original organizations represented on the First Commission were as follows:

- American Association of Junior Colleges.
- American Association of School Administrators.
- American Vocational Association.
- National Association of High School Supervisors and Directors of Secondary Education.
- National Association of Secondary School Principals.
- National Association of State Directors for Vocational Education.
- National Catholic Welfare Conference.
- National Council of Chief State School Officers.
- National Education Association.

Following these recommendations, Commissioner Earl J. McGrath invited additional representation on the Second Commission from the American Association of Colleges for Teacher Education, the National Congress of Parents and Teachers, and the National School Boards Association. Each of these and the nine original organizations were invited to submit three nominees to Commissioner McGrath who appointed one representative for each organization. Members of the Second Commission on Life Adjustment Education for Youth and the organizations they represented were as follows:

PAUL D. COLLIER, Director, Bureau of Youth Services, State Department of Education, Hartford, Conn.: National Association of High School Supervisors and Directors of Secondary Education. *Chairman.*

<sup>4</sup> Vitalizing Secondary Education. Report of the First Commission on Life Adjustment Education for Youth, Washington, U. S. Government Printing Office, 1951. 146 p. U. S. Office of Education Bulletin 1951, No. 3.

<sup>5</sup> Ibid., p. 46



CHARLES W. SYLVESTER, Assistant Superintendent for Vocational Education, Division of Vocational Education, Department of Education, 3 East 25th Street, Baltimore, Md.: American Vocational Association. *Vice Chairman.*

JAMES E. BLUE, Principal, West Senior High School, Rockford, Ill.: National Association of Secondary-School Principals.

A. JOHN HOLDEN, State Commissioner of Education, Montpelier, Vt.: National Council of Chief State School Officers.

MRS. EDWARD N. HOWELL, National Chairman of Committee on High School Service, Swannanoa, N. C.: National Congress of Parents and Teachers.

ROSCOE C. INGALLS, Director, East Los Angeles Junior College, Los Angeles, Calif.: American Association of Junior Colleges.

SISTER MARY JANET, Commission on American Citizenship, Catholic University, Washington 17, D. C.: National Catholic Welfare Conference.

MAE NEWMAN, 1745 Crestmont Drive, Huntington, W. Va.: National Education Association. *Alternate Member:* Wilbur Phillips, Manhasset Public Schools, Bayville, N. Y.: National Education Association. Made member at meeting of the Commission on May 26-27, 1952, at which time Miss Newman's resignation was accepted.

HARRY C. SCHMID, State Director of Vocational Education, 488 Wabasha Street, St. Paul 1, Minn.: National Association of State Directors of Vocational Education.

W. A. SHANNON, Executive Secretary, Tennessee School Boards Association, 409 Seventh Avenue North, Nashville, Tenn.: National School Boards Association.

R. L. WILLIAMS, Superintendent of Schools, Corpus Christi, Tex.: American Association of School Administrators.

WENDELL W. WRIGHT, Dean, School of Education, Indiana University, Bloomington, Ind.: American Association of Colleges for Teacher Education.

One of the first agreements of the second Commission was that each member would accept responsibility for developing and encouraging life adjustment education ideas in his own geographical area and in the professional association which he represented. As a result, personal efforts of Commission members were responsible for numerous State and regional conferences and for the use of the life adjustment theme in local as well as national meetings. Materials were distributed to the State chairmen of High School Service committees of every State Parent-Teacher Congress and to the 42 State school-board organizations. The American Association of Junior Colleges, at its 1952 national convention, arranged for a section meeting on life adjustment education. This practice was followed by the American Association of School Administrators at national meetings in 1951, 1952, and 1953. Sessions were devoted to life adjustment education at the 1952 annual meeting of the National Catholic Education Association and at the 1952 midsummer meeting of the National Education Association. A general session was given to the same theme at the 1951 convention of the National Association of Secondary-School Principals. In 1952, and again in 1953, at national conventions, this Association arranged for a number of continuing study groups to consider on three successive days life adjustment education problems at local, State, and national levels.



The Second Commission, as its predecessor had, received funds from the Sears Roebuck Foundation which were used in paying the expenses of members attending meetings. Royalties from "A Primer of Life Adjustment Education" made available through the American Technical Society also provided supplementary funds for this purpose. As they had for the First Commission, members of the Office of Education staff served as consultants in the development of overall plans and as staff in the preparation of materials. Financed almost entirely with funds contributed by State departments of education, teacher-education institutions, and local school systems, members of the Office of Education staff provided consultative services for conferences and workshops in many areas of the Nation.

The Office of Education published reports of three conferences sponsored by the second Commission on Life Adjustment Education for Youth. "Improving School Holding Power" (Circular No. 291), presented a schedule for uniform accounting and also some research proposals developed by representatives of school systems in cities of more than 200,000 population. They had first been given out at a conference held in Chicago, February 5-7, 1951. Following these proposals two cooperative research projects were inaugurated involving more than 20 of the cities over 200,000 population. One of these studies consists of a detailed accounting of the number of drop-outs occurring during the high-school period. The purpose is to secure accurate and comparable figures on the number of drop-outs in the different school systems.

The other project involves the study, over a period of years, of a group of pupils beginning with the sixth grade, in each of the cities cooperating. Through a developmental approach, this study has the objective of discovering the causes of maladjustment and school-leaving.

Many individual but related projects are now being carried on in these large cities. For example, the Board of Education of the City of New York received a subvention for carrying on an experimental study to determine the effect of intensive counseling of potential early school-leavers. In each of four city high schools two groups were chosen from the incoming classes as of September 1, 1951: an experimental group of 125 potential early school-leavers and a control group of 125 potential early school-leavers. The plan was for the experimental group to receive intensive guidance, including counseling, and for the control group to receive the normal guidance services of the school. Possibly the true holding power of the intensive guidance services will not be determined until all students have been followed through graduation or school leaving, and beyond. Nevertheless, on January 31, 1953, after all students in the experiment had completed their third semester, it was found that—



1. Objective data on the number of students remaining in school showed only slight differences in holding power between experimental and control groups, although they favored the experimental group slightly.
2. Both the experimental and control groups showed a much greater staying power in school than other comparable groups.

Although the two groups had different counselors, in many cases the teachers were the same. The influence of the work with the experimental group apparently carried over to the control group.

"Life Adjustment Education in the American Culture" (Circular No. 335) reported a national conference in Washington, October 8-10, 1951, attended by more than 200 representatives from 38 States. The purposes of all sessions were to explore and to define the current individual and social problems of living that are faced by American youth. Conferees were urged to keep before them the facts that (1) many youth of secondary school age were not in school, and (2) many youth who were in school were not in programs well adjusted to their interests, efforts, and probable future activity.

"Pupil Appraisal Practices in Secondary Schools" (Circular No. 363) reported a national conference in Washington, October 6-8, 1952, attended by 200 representatives from 36 States and the District of Columbia. The conference represented a carefully considered and well-planned effort of the Second Commission to stimulate interest in a cluster of closely related problems; such as, the evaluation, marking, reporting, accreditation, and graduation practices in secondary schools. Commission members believe that additional progress must be made in solving these related problems before the potentialities of achievement through curriculum improvement can be fully realized.

Careful and systematic estimates indicate that more than 20,000 local teachers and administrators participated in workshops and conferences sponsored by State committees during the years 1951, 1952, and 1953. Each year these activities were carried on in as many as 20 States. In each of a few States there was but a single meeting each year; in others there were series of meetings such as were conducted in Iowa in 1951, when more than 6,000 local teachers and administrators participated in 54 county institutes which used the theme of education for life adjustment.

Reports received from State departments of education in the summer of 1953 indicated that during the preceding 6 years, 20 State committees had been appointed or designated to cooperate with the Commissions on life adjustment education. In addition, many State departments of education had cooperated informally by using materials prepared by the national



Commissions, encouraging or carrying on studies of dropouts, and making their own materials available to others through the Commissions.

To stimulate action through the Nation was the primary purpose of both Commissions on life adjustment education for youth. One indication of the extent to which this purpose was achieved may be found in a quantitative survey of the writing on the subject. During the time the two Commissions were in existence, 25 different educational periodicals published a total of 116 articles which included somewhere in the titles the words "Life Adjustment Education." In terms of calendar years, these articles, which totaled 767 pages, reached a peak in 1952 when 289 pages were printed in 32 articles in 19 different periodicals. In each of the years after 1948, more than 100 pages were printed.

During the same period, 40 bulletins dealing with life adjustment education were published. The organizations responsible and the numbers of bulletins published were as follows: The Office of Education, 8; State departments of education and State committees, 12; commercial publishers, 12; education associations, 3; and miscellaneous, 5.

Two professional books have dealt with the subject. In 1950 the Ronald Press Co. published *Education for Life Adjustment*, edited by Harl R. Douglass; and in 1953 Chartwell House, Inc., published *Life Adjustment Education in Action*, edited by Franklin R. Zeran. These books contain a total of 1,032 pages.

In addition to these various published items, there were many articles relating to life adjustment education which did not include the words in the titles. For example, in *Nation's Business* for August 1952, "A Red Rose for Teacher" described efforts in Bloomington, Ill., to induce youth to remain in high school with profit. Although there was nothing in the title to indicate it, this article, which was reprinted and given wide distribution throughout the Nation, dealt with life adjustment education action in a local school. Similarly, many articles have been written under various headings such as "The Curriculum Improvement Program of Illinois," "The Readjustment of High School Education Committees in New York State," and "The Texas Study of Secondary Education." Likewise much has been written on life adjustment education in connection with such topics as home and family living, techniques with slow learners, and followup studies of school leavers.

Still other materials concerned with life adjustment education are found as sections in recent books on secondary school administration and secondary school curriculum, reports of summer workshops, and summaries of investigations carried on by graduate students. A number of college catalogs have announced college courses, conferences, and outlines of graduate study which relate to this theme. The total amount of writing about life adjustment education has been considerable.

It may be appropriately mentioned here that the work of the two Commissions has been carried on in a climate of opinion quite different from that



which was probably envisioned by the participants in the national conference at Chicago which recommended the appointment of the first Commission. Many of the 1947 national conference participants expected a postwar relaxing of business activity with two results: It would deprive youth of opportunities to work, and it would provide them with the same motives for remaining in school which influenced youth of high-school age during the depression thirties. Some of the conference participants probably thought of a Commission on Life Adjustment Education as an instrument which might ward off the need for a National Youth Administration and Civilian Conservation Corps.

Contrary to such expectations, business activity in the Nation accelerated between 1947 and 1953. In addition, the Korean War offered enlistment opportunities to dissatisfied students. Despite these factors, high schools continued to increase their holding power. Estimates indicate that a higher percentage of youth of high-school age were graduated from high schools in 1953 than in 1947. Certain it is that only a third of the youth of high-school age were graduated from the high schools of the Nation in 1934, a time of comparatively low employment, and that more than one-half the youth of high-school age were graduated from high schools in 1950, a time of comparatively high employment in the Nation.

Probably two conclusions may be drawn: (1) In our modern industrial economy there are comparatively few job opportunities for youth of high-school age, and (2) many forces in our society operate with increasing potency to strengthen the holding power of high schools. Possibly, also, the conclusion is warranted that high-school staffs are acquiring increasing skill in the matter of meeting the educational needs of all youth of high-school age in the community.

## Progress in Life Adjustment Education 1950-53

### STATE PROGRAMS

SINCE education is the responsibility of the State, it is in the State programs and activities that the progress or impact of the Second Commission on Life Adjustment Education must be appraised. This chapter, therefore, will examine evidence gathered from the States of changes which have been made with a view to providing educational opportunities for *all* youth of high-school age.

#### *An Overall View*

It is difficult to mark off the milestones of a complex movement involving human beings. There are always antecedents as well as peripheral influences which create either a favorable or an unfavorable climate for the germination and growth of an idea. This is particularly true in education, and it has been especially true of the origin and growth of life adjustment education. While educational leaders in increasing numbers have for years been committed to the ideal of equal educational opportunities for all, the plans and programs implementing this ideal have not always been at hand, and those provided have varied tremendously from State to State. Insofar as these variations grow out of needs dictated by geographic, social, and economic conditions, present in certain States, but absent in others, they must obviously be measured by different standards.

The data for this part of the report were gathered directly from the school authorities of the several States which had received a questionnaire from the Office of Education in May 1953. Information was requested on the existence and leadership of statewide committees "to accelerate improvements in secondary education of all youth," as well as on the plans and the activities to be used to initiate and advance various improvements. The questionnaire asked pointedly for information on the "procedures, instruments, or movements which have been unusually effective in improving educational programs for all youth," and provided opportunities for reporting "other activities" which seemed to have pertinence to the growth of life adjustment education. Finally, the questionnaire asked each State to indicate the "issues and developments likely to effect further improvements in secondary instruction for *all* youth in the years immediately ahead." Behind this part of the questionnaire was the thought of learning about the "road blocks," which



might be retarding the improvements needed in secondary education, and of probing the judgments of State leaders on the direction in which this level of education is moving.

While all of the States supplied useful information, some replied more fully than others, and even supplemented their replies with descriptive statements and published documents. For States returning meager replies the information was often supplemented from source materials available elsewhere. It is important to bear in mind that the data here detailed were in large part dependent upon the completeness of the information supplied. The writer, however, bears the responsibility for interpreting the information received and in some cases for classifying it under what seemed to be the most suitable category. The data were presented to each State concerned for revision and approval.

To provide an overall State-by-State view of developments in life adjustment education, the data supplied are presented in skeletal form (see table 1). Within the limitations stated, the items appearing in each column constitute a thumb-nail sketch of what each State has done or is now doing to serve the needs of *all* youth of high-school age. Each item should be regarded as a rough index of what is going on rather than as an exact evaluation. The table will also serve as a quick means of locating particular types of development relating to life adjustment education. For States which have been exceptionally active in this field, these brief sketches fail to do full justice.

It would appear that a total of 29 States have specifically organized campaigns or programs to effect improvements of the types generally associated with life adjustment education. Many of these are especially emphasizing curriculum improvements. Some are attempting to redefine or reformulate the objectives of public high-school education. Others are sponsoring special studies: the prevalence and causes of dropouts, the cost of attending high school, and the relevancy of school programs to the realities of life. A growing interest has been shown in the attitudes and ideas of pupils, graduates, and parents in what the high schools are doing and how they are doing it.

The several States have published or have now in preparation extensive reports which almost invariably reveal the organization of statewide committees or councils, whose chief purpose apparently is to enlist the interest and coordinate the activities of all groups interested in secondary education. Sometimes two or more State organizations are formed. Chiefly, however, leadership centers in the State Departments of Education assisted by the State Associations of Secondary-School Principals. In some cases these associations provide equal or even major shares of the leadership. The teacher-education institutions usually cooperate closely by providing consultative services, workshop, research, and the like. The more effective



State high-school improvement plans fuse and coordinate the activities of all groups concerned, both professional and lay.

Not all of the States which have organized active high-school improvement campaigns have done so under the banner of "Life Adjustment Education." Many have called it "the curriculum improvement program"—a phrase long familiar to educators and often regarded as an action continuously at work at both the high-school and elementary levels. Other States have adopted such dynamic labels as "Readjustment of High School Education" (New York), "Study of Secondary Schools" (Texas), or "Cooperative Educational Planning Program" (Wisconsin). In a few States no special campaign was conducted but a special "Advisory Council," "Steering Committee," or a group with a similar title was organized to plan a program of action. All of these types, activities, and forms of organization are briefly set forth in table 1.

Data for 19 of the States were not included in this table. Two of these—Louisiana and Utah—reported on having had a State Committee on Life Adjustment Education, now inactive. Three other States—Nebraska, Oklahoma, and South Dakota—reported programs of curriculum improvement, but offered no definite information as to their organization for action or the particular activities going on. Three States—Montana, Nevada, and Vermont—seemed to consider the task of improving secondary education chiefly in terms of providing more and better guidance to youth, and one State—Rhode Island—conceived of it in terms of vocational education. The remaining 10 States claimed no definite plans for developing Life Adjustment Education. A large number, however, reported that the Commission's objectives were being effected through improvements in vocational education, through emphasis upon the needs of the individual youth or through State manuals for high-school administration and the curriculum. A comparatively small number of the States not appearing in table 1 indicated evidence of little or no interest among their schools in providing life adjustment education for their youth of high-school age.

Table 1.—Indices of life adjustment

State	State commissions or committees named to improve secondary education	Conferences, workshops, and similar activities	Recent publications reported	Publications reported in process or in press
1	2	3	4	5
Calif.....	Has Committee on Curriculum Planning and Development; Association of Secondary School Administrators has several committees working on special problems.	Many planning conferences and workshops held in selected teacher-education institutions and strategic localities.	Illustrative types of reports follow: "A Leader's Guide for an Action Program in Secondary Schools," 1950; "Evaluating Pupil Progress," 1950; "Curricular Offerings and Practices in High Schools," 1952.	"Now Hear Youth," 1953; "Procedures for Appraising California High Schools;" also "Driver Instruction."
Colo.....	Committee for LAE, has 14 members representing State Department, teacher education, high schools, junior colleges, vocational schools, and State Education Association.	Several statewide conferences held during 1951; none since then.	"Youth Interests in the Educational Program of Secondary Schools," 1951; "Education for Life Adjustment in Colorado," 1951.	None at present.
Conn.....	Commission on LAE for Youth has 21 members representing various public high schools.	One statewide conference held yearly on special problems and activities; also area conferences and workshops in special fields, e. g., economic education, international understanding, guidance, high school administration, citizenship education.	Annual reports of State LAE activities and conferences; also many reports of regional conferences, workshops, and activities; also two bulletins on "Citizenship Education."	"Effective Practices in Secondary Education."
Del.....	Steering Committee on LAE has 17 members most of whom are laymen.	No statewide conference reported for 1950 to 1953, but Steering Committee met regularly.	Minutes of meetings published; also "A Suggestive Program of Guidance Services," including report of dropout study.	No data.
Fla.....	Committee on State Courses of Study has been at work since 1937. Now developing a "Council of Secondary Education" of 60 representative members.	One or two statewide conferences held annually on such problems as guidance; instruction in grades 7, 8, 9; dropouts; function and relationships between county and State administrators, etc.	Reports issued "Guidance Education for Improved Living," 1951; "Suggested Program of Study for Florida Secondary Schools," 1952; "Reports of Clinics, Grades 7, 8, 9," 1951, 1952, and 1953.	"A Program of Health Services for Florida Schools," "The Materials Center," "Social Studies in the Secondary Schools;" also workshop reports on economics education, conservation, safety, visiting teachers, recruitment, and physical education facilities.



education developments in 29 States

Other activities stemming from or relating to LAE	Unusually effective procedures, instruments or movements	Significant issues and developments indicating future improvements	Supplementary pertinent notes	State
6	7	8	9	10
Teaching, conservation in California high schools.	Assisting high schools in studying their own programs; also wider bases for accreditation.	Plans in progress to evaluate purposes of each high school and progress made toward achieving them.	The several educational agencies and organizations of this State have developed a variety of activities and instruments directly concerned with the improvements posed by LAE.	Calif.
State Department has initiated curriculum revision.	No data.....	No data.....	University Bureau of Educational Research and Service worked with individual schools to improve their programs.	Colo.
Cooperation with Citizenship Education Project; annual workshops at the university; regional and State meetings of principals; survey of holding power; study of technical and vocational schools; study of relative function of general and vocational education.	1. Development of regional secondary schools. 2. Laymen participation in study of secondary schools. 3. High school evaluations (100) conducted for many years. 4. Driver education developments.	More funds needed for in-service education of teachers and high-school principals. Improvements needed in scheduling, pupil load, balancing and functionalizing programs, satisfying individual differences and in school-life relationships.	Paul Collier, chief, Bureau of Youth Services, was member of both national LAE commissions; chairman of present Commission.	Conn.
No data.....	No data.....	No data.....	Claims that LAE discussions and literature stimulated and improved curriculum offerings and evaluations.	Del.
Second Commission on LAE stimulated workshops, teacher education courses, radio-scripts, graduate studies, etc., on such problems as hidden tuition costs, dropouts, holding power, etc. Many related studies carried out by high-school principals.	Interesting experimentation on core program and block scheduling under way.	Florida's Council on Secondary Education (activated Oct. 26, 1953) will strive to clarify philosophy, evaluate practices, improve standards for accrediting, initiate studies, further status and education of teachers, and promote the welfare of secondary education.	While no State effort is designated "LAE," State educational reports frequently acknowledge the influences of LAE in improving the high-school programs.	Fla.



Table 1.—Indices of life adjustment

State	State commissions or committees named to improve secondary education	Conferences, workshops, and similar activities	Recent publications reported	Publications reported in process or in press
1	2	3	4	5
Ill.	Illinois Curriculum Improvement Program has Steering Committee of 59 persons representing State Department of Education, teacher education, educational associations, and those for agriculture, labor, manufacturers, and service clubs.	Seven statewide 3-day conferences were held; also 86 regional and local workshops. Both lay and professional groups were involved.	At least 26 bulletins were published during 1950-53, emphasizing plans for making consensus studies on a wide variety of secondary education problems, and who should do them.	Four major bulletins are now in process and five others projected. They will follow the procedures suggested in connection with bulletins already published.
Ind.	Has Curriculum Committee of Indiana Association of Secondary-School Principals.	Three statewide and 31 regional conferences held during 3-year period, attended chiefly by high school principals; discussed curriculum improvement and promising practices.	"Indiana Principals Look Ahead," was published by the Principals Association, 1952; and "Summary Reports of Workshops in LAE," by State University, 1953.	"Promising Curriculum Practices Secondary Schools of Indiana."
Iowa	State LAE Committee represents the State Department, teacher education and the local schools.	No statewide conference held, but LAE problems and plans discussed in 56 county institutes in 1950, and in 54 county institutes in 1951.	Two documents on dropouts: "Hey, We Are Talking to You," and "Statewide Dropout Study," also LAE check list for use in local schools, and "You and Your Schools," a community opinion poll.	An instrument to get opinions of graduates of 6 years ago.
Kans.	State Commission on LAE of 10 members is composed of persons from State Department, public schools, teacher education, and teachers association.	Commission invited consultants to 7 conferences in 1950, 1951, and 1952 to plan action programs.	"LAE Progress Report," issued each year; also five self-survey instruments were developed. A brochure for laymen was prepared and widely distributed through State organizations.	Fourth "LAE Progress Report" now ready; also "Improvements of Secondary Schools of Kansas," 1953.
Md.	No LAE committee, but has a State Committee on "Education for All" and another on "Related Programs."	No statewide conference held, but selected groups met to develop courses in several subject-matter fields.	"The Schools in the Present Emergency," 1951; "School Administrative Manual," 1952; and "Foreign Languages in the Total School Program," 1953.	"Schools for Citizenship," "Music in General Education," and "Art in General Education;" also conservation education manuals.

education developments in 29 States—Continued

Other activities stemming from or relating to LAE	Unusually effective procedures, instruments or movements	Significant issues and developments indicating future improvements	Supplementary pertinent notes	State
6	7	8	9	10
<p>The Curriculum Improvement Program has conducted 93 workshops with 37,000 attending; also cooperated with the Citizenship Education Project, close liaison with lay and professional groups chiefly responsible for results.</p> <p>Workshops on LAE held at university.</p>	<p>Highlights of the Curriculum Program were "how to do it" studies of hidden tuition costs, followup and holding power, extra-class activities, local area consensus, and guidance.</p>	<p>Report entitled "The Schools and National Security," identifies 16 issues and developments most likely to demand further school instruction for youth in years ahead.</p>	<p>"Secondary School Curriculum Improvement" began in Illinois prior to the beginning of LAE activities, but both programs gained strength from each other. Several of the early manuals became patterns for other States.</p>	Ill
<p>LAE courses were taught at State University two summers, also Family Life Workshop at Iowa State College.</p>	<p>Use of "Evaluative Criteria" to study individual high schools.</p>	<p>Increased high school enrollments require more classroom and further curriculum improvement.</p>	<p>The State Department of Education, the State University, and the Indiana Principals' Association show concern for improving secondary schools.</p>	Ind
<p>Citizenship development programs, summer workshops on LAE, also programs in driver education, guidance and counseling, and special education.</p>	<p>"LAE check list" has been used in 115 Iowa high schools to date, "opinion poll" given trial run.</p>	<p>No data.</p>	<p>Active since 1950, LAE Committee now is gaining momentum.</p>	Iowa
<p>Statewide study of teacher-education programs, and summer workshops for teachers.</p>	<p>Ten regional workshops for teachers stressed LAE, better reading, and pupil activities, core programs, public relations, and modern practices will be stressed next.</p>	<p>Elimination of small high schools, more special education programs, stresses cultural as well as vocational values.</p>	<p>Change in title of Commission is projected, but aims and objectives will remain the same.</p>	Kans
	<p>State programs in (1) Study of Human Development, (2) Study of Language Arts, (3) Study of Evaluation Practices.</p>	<p>Needed: Unified program for grades 7-14, improved education for teachers and principals, better work-experience program, and education of atypicals.</p>	<p>State leaders aim at LAE objectives and more functional high-school programs; much interest in dropouts and conservation education.</p>	Md



Table 1.—Indices of life adjustment

State	State commissions or committees named to improve secondary education	Conferences, workshops, and similar activities	Recent publications reported	Publications reported in process or in press
1	2	3	4	5
Mass.....	Statewide LAE Commission; State Curriculum Committee also worked on LAE problems.	Statewide conference of high-school principals and deans held yearly on problems of high-school improvement.	"Evaluation of Secondary Education in Massachusetts," 1950; summary of "An Opinion Check List," 1951.	"A Guide for Secondary Education in Massachusetts."
Mich.....	No State LAE organization, but has several State committees working on such related issues as: secondary school-college agreement, instruction in community schools, core teaching, guidance and holding power. Several of these hold annual conferences on LAE problems. Workshops held at camps, on college campuses, and elsewhere.		Published documents relating to LAE: "Teen-agers and Parents," 1951; "Michigan Holding Power Study," 1952; "Questions and Answers about School-College Agreement Plan," 1953.	Tentative plans for: "Role and Functions of Community School."
Minn.....	No State LAE committee, but State Department has "General Curriculum Committee," and Association of Secondary School Principals has "Council for Improvement of Secondary Education" involving the high schools, the State Department, and the teacher education.	Conferences held annually on improvement of secondary education; also groups meeting in connection with Schoolmen's Week and Minnesota Education Association study high-school problems.	State Department issued curriculum guides in several subject-matter fields; the Council prepared "A Guide for the Improvement of Secondary Education," 1952, and "A Guide for the Study of Holding Power," 1952; Council led selected schools to evaluate LAE developments.	The Council also is planning studies of extracurricular activities and on followup of high-school graduates.
Miss.....	Has State Committee on Secondary Curriculum and LAE.	Small conference on Secondary School Curriculum held in 1952.	None.....	"Handbook on Home and Family Living."
Mo.....	State Commission on LAE has 26 members representing State Department, teacher education, school administration, teacher association and PTA.	Two statewide conferences held in 1951 and in 1952 to discuss LAE projects; a few LAE teams met regionally.	"Cooperative Occupational Education for Life Adjustment;" also magazine articles and mimeographed announcements.	None reported.
N. H.....	No State LAE committee, but has State committees revising curriculum in specific areas. Committees represent administrators, teachers, teacher education, and State Department.	Two conferences held in 1950 on citizenship and one in 1951 on youth problems involved in military service.	"American Freedom and the Public Schools," "The New Hampshire Plan—Youth's Responsibility for the National Security,"	"Guide for Social Studies," "Program for Secondary Education," and "Physical Education in the Secondary Schools."

education developments in 29 States—Continued

Other activities stem- ming from or relat- ing to LAE	Unusually effective procedures, in- struments or movements	Significant issues and developments indi- cating future im- provements	Supplementary pertinent notes	State
6	7	8	9	10
Secondary School Prin- cipals' Association gives annual report on "The New in Education."	Eighteen regional discussion groups met to consider junior and senior high-school prob- lems.	High-school enrollments increasing, especially at junior high level; has funds for curric- ulum studies.	State educational lead- ers participated in national and State LAE conferences.	Mass.
Studies of holding power and of paren- tal interests, stimu- lated in local schools.	Secondary School- College Agreement program has fur- thered LAE objec- tives.	None reported.....	State has experiment with educational values of camping; also works with Met- ropolitan Bureau for Cooperative School Studies.	Mich.
State has active com- mission on voca- tional and higher education concerned with planning "bet- ter education for more people."	State has developed guides to help local school authorities study and improve high-school serv- ices. Governor has appointed Advisory Council on Youth.	Increased financial aid permits expanded activities and en- riched programs.	Council for Improve- ment of Secondary Education has stim- ulated LAE action programs in 15 high schools, especially in making holding power studies.	Minn.
LAE program ex- plained at regular educational confer- ences of the State.	Individual high schools used "Eval- uative Criteria" to study problems.	None.....	No organized LAE campaign reported as in progress.	Miss.
Annual LAE work- shops and conferences sponsored by Wash- ington University; principals and other leader groups dis- cussed issues.	None reported.....	None reported.....	No organized LAE activities reported as now going on.	Mo.
Formation of regional principals' associa- tions promotes cur- riculum change; State Department fosters teacher edu- cation workshops, extension courses, curriculum confer- ences, etc.	Statewide seminars for school adminis- trators held before opening and after close of school year.	Threat of overcrowded schools points need to evaluate present curriculum and plan for better curriculum in tomorrow's school.	No organized State LAE campaign, but improvements in high school fostered. It should be noted that New Hampshire was the first to appoint a State LAE Com- mittee.	N. H.



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N. J. ....	No State LAE committee, but has a "Secondary School Advisory Committee," a "Curriculum Development Committee," and special committees of the New Jersey Secondary School Teachers Association.	No statewide conference held, but 13 high schools serving as LAE pilot schools met several times.	Secondary School bulletins report news items, good practices, and source materials; Secondary School Teachers' Association issues yearbooks and special reports.	Report on 13 high schools participating on LAE programs; these pilot schools demonstrate modern developments.
N. Y. ....	Regents Council on Readjustment of High School Education consists of 18 members representing industry, finance, agriculture, labor, the press, school boards, and women's organizations; also has Professional Advisory Committee of 23 representing high schools and colleges.	No statewide conference, but Council met 9 times since appointment late in 1949; in cooperation with other agencies concerned with secondary education many conferences and clinics were held throughout the State.	Ten documents published explain the cooperative Readjustment Plan and its relation to: Regents examinations, holding power, guidance, personal and family living, work experience, and various subject-matter fields; also published quarterly "Schools in Action," and many reference lists.	At least nine more documents concerned with "Readjustment" will soon be available.
N. C. ....	State Steering Committee for LAE consists of 10 members representing the public schools, State Department, and teacher education.	No statewide conference specifically devoted to LAE, but summer conference at University had group studying LAE issues and problems.	None specifically devoted to LAE; State bulletin featured LAE ideas; Handbook for 1953 listed objectives and principles of LAE.	None reported.
N. Dak. ..	Committee on LAE consists of seven members representing the State Department, public schools, University, and State College.	Two statewide conferences held in 1952 and 1953, chiefly for school administrators.	None on LAE; State's school philosophy set forth in new school administrative manual.	"None as such."
Oreg. ....	State LAE Committee is now inactive, but Oregon Association of Secondary School Principals carries on; State Department and universities are co-operating.	Five statewide conferences held on improving the quality of high-school administration and the program of the secondary schools.	None specifically on LAE, but "Know Your Pupils" and "Guide to Program Studies" encourage appropriate secondary education for all youth.	None reported.

education developments in 29 States—Continued

Other activities stemming from or relating to LAE	Unusually effective procedures, instruments or movements	Significant issues and developments indicating future improvements	Supplementary pertinent notes	State
6	7	8	9	10-
Plans under way to develop countywide round tables of high-school principals on such problems as curriculum improvement.	Because high schools are large, programs of study can be adapted to all; change and experimentation are easy.	Increasingly crowded school buildings and large classes form a threat to further improvement; better inservice education needed for teachers.	State School Advisory Committee plans and coordinates high-school improvements; placement of graduates studied annually.	N. J.
About 300 local citizens' committees for public schools have been organized and their effectiveness implemented through help from the State. Ten areas were early identified for study and improvement.	Basic skills conferences were held, social studies projected, and local workshops encouraged.	Increasing enrollments and costs; development of educational television.	Although the name given this program is slightly different in emphasis, the issues and campaign resulting are similar to those of LAE.	N. Y.
None reported.....	Use of Evaluative Criteria for self-study of high schools. These criteria also used for research study on guidance and curriculum.	Fifty-million-dollar appropriation for building program; reconsolidation of schools has improved program and holding power; growth of guiding and counseling services influenced by LAE.	Although no LAE campaign was launched there was much interest in it.	N. C.
Work of North Dakota Council on Education.	Regional accredited schools of State cooperated in a holding power study.	Problems of paying for 12-year program and to provide plant facilities.	There seemed to be general planning rather than an action program.	N. Dak.
None, but Oregon Secondary School Principals Association has long range curriculum study project.	Study of secondary schools through use of "Evaluative Criteria."	Use of evaluative criteria, upgrading requirements for administrators and more favorable salary schedules.	Committees of Oregon Education Association are working on special problems and projects.	Oreg.



Table 1.—Indices of life adjustment

State	State commissions or committees named to improve secondary education	Conferences, workshops, and similar activities	Recent publications reported	Publications reported in process or in press
1	2	3	4	5
Pa.....	No State LAE committee, but an extensive Curriculum Improvement Program has been organized and fostered under the leadership of the Curriculum Consultant of the State Department of Public Instruction.	No statewide conference, but workshops in 6 subject-matter fields and "supervision" were held in each of 9 regions of the State during the last 3 years to coordinate and guide the work of local curriculum and high school improvement committees.	Bulletins by subjects published for use—revisions projected; also manuals, charts and inquiry sheets to guide study of pupil needs, holding power, work experience programs, curriculum improvement, etc.	Twelve "Industrial Arts Booklets" in process of preparation—three completed: Auto mechanics, ceramics, electricity, graphic arts, home mechanics, metal forming, metal machining, planning, plastics, sheet metal, textiles, and wood-working.
Tenn.....	No State LAE committee, but State Curriculum Committee has been active for many years on continuous improvement of the total school curriculum.	No statewide program, but 130 small group conferences with local school curriculum committees on curriculum improvement problems held.	"Curriculum Planning for Our Schools," 1950; "Report of Seven Instructional Leadership Work Conferences," 1951; and "Minimum Requirements for Approval of Public Schools," 1953.	Progress report on "Curriculum Improvement" in Tennessee.
Tex.....	No State LAE committee, but "Texas Study of Secondary Education," representing the secondary schools, school superintendents, colleges, Hogg Foundation, and State Education Agency, has worked 11 years to improve the high-school program.	Two statewide meetings held annually, one by Texas Study of Secondary Education, and one by Texas Association of Secondary School Principals discuss LAE matters. These meetings sponsor many other activities.	Since 1947, this organization has published 14 "Research Studies" on selected secondary school problems, including one devoted specifically to LAE developments; it has recently developed and tried out 10 sets of criteria for evaluating all aspects of the junior high schools of the State. This instrument is dated February 1954, Research Study No. 15, "Evaluative Criteria for the Junior High School."	
Va.....	No State LAE committee; comparable objectives sought by: (1) Advisory Council of Secondary School Principals, and (2) State Department Committee on Secondary Education and Vocational Education.	No statewide conference, but improvements of secondary education were promoted by numerous conferences of school superintendents, principals, laymen, and teachers.	All publications directed toward improvement of secondary education, e. g.: "Manual of Administration for High Schools of Virginia," 1948, and "Virginia's School Graduates and Dropouts of 1939-40," 1951.	Revising and developing study guides to aid in improving instruction.

education developments in 29 States—Continued

Other activities stem- ming from or relat- ing to LAE	Unusually effective procedures, in- struments or movements	Significant issues and developments indi- cating future im- provements	Supplementary pertinent notes	State
6	7	8	9	10
None reported.....	Wide participation and cooperation by teachers and administrators in State Curriculum Improvement Program.	Problems relating to television, special education, correctional clinics, aviation education, driver education.	Activities concerned with LAE objectives have been carried forward in many school systems; also studies of how to improve the supervisory techniques of high-school principals.	Pa.
Four regional work- shops held on State Curriculum Im- provement.	Cooperation in curriculum improvement program by all school administrators, supervisors and teachers.	Understanding and participation of public in-school improvement programs has been sought and received from parents and the public.	While no State program has been organized under LAE caption, its principles have been discussed and utilized.	Tenn.
Recent studies were concerned with: Dropouts, registration practices, LAE developments, followup of graduates, and resource use. Last summer the Texas Study sponsored workshops at 7 colleges on "needs of all youth" at which 350 high school principals attended.	Texas Association of Secondary School Principals has since 1947 published "Texas Journal of Secondary Education" to keep the various high schools informed of developments. Interest and support of the public in improving the high schools is growing, but more help is needed to modernize secondary education and to provide the funds needed.		It is apparent that Texas has a campaign to improve its secondary schools which is working well; it has been interested in and worked with the national LAE program.	Tex.
Department organized and cooperated with teams consisting of general and vocational educators. These studied the needs and problems of local schools and planned suitable programs. Some improvements resulting to secondary education are: Minimum salary schedule, liberalized graduation standards, overall minimum education program, and more funds for school facilities.		Currently working to reduce pupil load per teacher and better distribution of State funds.	State's efforts are designed to help high schools meet needs of all youth and are regarded as comparable in purpose and scope to LAE.	Va.



Table 1.—Indices of life adjustment

State	State commissions or committees named to improve secondary education	Conferences, workshops, and similar activities	Recent publications reported	Publications reported in process or in press
1	2	3	4	5
Wash.....	No State LAE committee, but for many years has had active State Curriculum Commission consisting of representatives of all levels and types of education.	Held one statewide conference on "Economy in Construction of High Schools," 1951, and 3 regional conferences on secondary school administration and curriculum in 1953.	Published reports of conferences held; also "Planning for Effective Education—The School Program," 1953; and four times a year State publishes "Washington Curriculum Journal."	A new series of curriculum guides is projected for publication.
W Va.....	Has State LAE Steering Committee, but personnel seems to change frequently; also has many curriculum committees each working on selected problems.	Statewide conferences on LAE held in 1952, and on "high school curriculum problems" in 1953. The latter conference was implemented throughout the year by 14 regional meetings.	"West Virginia Secondary School Principals' Curriculum Study" was produced by regional meeting, 1952-53. State Department publishes monthly "Educational Bulletins" reporting promising developments.	"Social Studies—Grades 1-12," a manual of successful practices in West Virginia's elementary and secondary schools.
Wis.....	No State LAE committee, but the Wisconsin Cooperative Educational Planning Program, initiated 2 years prior to LAE movement, has organized campaign for improving both the elementary and secondary school programs.	Statewide committees studying various curriculum problems hold conferences as needed.	Since 1950 the State curriculum improvement plan has produced a large number of well-planned study guides, curriculum bulletins, and resource units in the several subject-matter fields; also "In-Service Education in Wisconsin Moves Ahead."	A number of guides are planned in subject-matter departments and curriculum improvement procedures.
Wyo.....	State Commission on LAE consisted of 11 persons representing the State Department, public schools, and State University. Recently this Commission was supplanted by the Wyoming School Study Council with an executive board.	Statewide LAE workshops were held for 1-week periods in 1951 and 1952, and for 2 days in 1953. Members of School Study Council meet as needed.	"Selected Practices for Teaching Basic Skills," "Suggestions for Citizenship Education," "Common Learnings in Wyoming," "Know Your Pupils," "Suggestions for Teaching Family Living," and others.	Dropout studies now in process by graduate students.

education developments in 29 States—Continued

Other activities stemming from or relating to LAE	Unusually effective procedures, instruments or movements	Significant issues and developments indicating future improvements	Supplementary pertinent notes	State
6	7	8	9	10
New teacher education and certification plans involving better understanding of both elementary and secondary programs by all teachers, more preservice laboratory experience and requiring a year of experience before completion of fifth college year. Seven regional workshops studied curriculum problems; curriculum revision clubs are at work in many high schools	None reported.....  Self-evaluation of individual high schools encouraged by use of "Evaluative Criteria" and related procedures.	Needed: Greater participation by public in development of school programs, broader understanding of children and youth by teachers, concerted attack by administrators and teachers on improving secondary education.  Integrated 12-year program tends to break down barriers in subject-matter fields and between levels of education. Emphasis on guidance and ability groupings assures greater success to all.	State feels that LAE objectives are furthered by the activities already under way including those of "Curriculum Commission."  The work of many curriculum committees and the integrated 12-year program are the major lines of attack in achieving LAE objectives in West Virginia.	Wash.  W. Va.
Some of the large school systems, e. g., Milwaukee, have held LAE conferences.	None reported.....	None reported.....	The junior high-school curriculum guide produced by the Wisconsin Cooperative Educational Planning Program has been reproduced by the Illinois Secondary Curriculum Program.	Wis.
LAE workshops, graduate study, and university course instruction. Surveys of community education needs now receiving attention.	Pilot schools' programs and reports and activities.	Membership fees to State School Study Council are providing financial aid needed.	Wyoming School Study Council, chiefly concerned with LAE objectives, has a paid membership from 40 member schools.	Wyo.



### ***Selected State Programs of Life Adjustment Education***

To provide a closer view of recent actions in the several States along life adjustment education lines, a somewhat detailed description is presented for each of eight States. They were chosen for close attention because they illustrate a variety of efforts to improve secondary education and, at the same time, show certain similarities in their activities. The States were selected, also, as being representative of developments in each major section of the United States. Some of the improvement programs have been going on for many years; others are of comparatively recent origin. In no case should these descriptive accounts be considered as comprehensive; at best they show the highlights of developments.

Some of the most far-reaching and effective State programs for improving secondary education, such as those of Illinois and Texas, were not included for this more intense analysis of life adjustment education. It was felt that these were already widely known. Their programs have been described before such large bodies of educators as the National Association of Secondary-School Principals, and they have produced an extensive literature, as well as many useful instruments and techniques which have found wide use in the several States.

### **CALIFORNIA**

Since California has for years been a leader in developing improvements in secondary education, it was not necessary to appoint a special State committee for life adjustment education. Brief statements describing some of its agencies and their activities to improve the practices of the secondary schools will illustrate the problems with which California is concerned, and what is being done to solve them.

Agreement with the national program of life adjustment education was clearly revealed by the California State Department of Education in its 1950 document entitled *Life Adjustment Education—A Leader's Guide for an Action Program in Secondary Schools*. Its chief purpose was to help schools achieve the objectives of the publication: *A Framework of Public Education in California*. This "Framework," developed cooperatively in the State, was launched about the same time as the national campaign of life adjustment education, and had largely the same objectives.

The *Leader's Guide for an Action Program in Secondary Schools*, produced in 1950, stated hopefully "that through careful planning and intelligent use of this guide it is possible to carry the story of life adjustment education into every school and community of our State." This purpose was to be achieved through five institutes planned for leaders of local schools which would explain life adjustment education, and discuss studies of students and community needs on the one hand, and of the curriculums on the other. Detailed plans for analyzing the problems of the secondary schools of Cali-



fornia, and tools for making them work were developed in special institutes.

The strength and continuity of improvement in secondary education in California, however, lie in the strong California Association of Secondary-School Administrators (CASSA), the close liaison between this association and the Division of Secondary Education of the State Department of Education, and with leaders in the teacher-education centers of the State. CASSA has a number of committees, among which are the following: (1) Curriculum Planning and Development; (2) Counseling, Guidance, and Youth Problems; (3) Coordination of High School Graduation Requirements; (4) Accreditation Problems; (5) Co-curricular Activities; (6) Small High Schools; (7) Safety and Driver Education; (8) Aviation; and (9) Evaluation of the Total High-School Program.

Through these committees the principals and the curriculum coordinators of the several school systems are constantly trying to build the best kinds of secondary school programs for their many types of pupils. These committees regularly draw into cooperative study groups skilled leaders from the teacher-education institutions of the State. Their activities include numerous workshops and special leadership conferences. The institutions also often initiate new action programs.

Another medium of action programs is the *California Journal of Secondary Education*. Issued eight times a year, it has become a clearinghouse for current reports on new developments and plans of the program. The staff of the *Journal* are all actively engaged in the secondary schools, in the colleges, or in related leadership of California.

Several documents have been published by the California State Department of Education to further life adjustment education. Mimeographed materials (1950) under the title *Life Adjustment Education—A Leader's Guide for an Action Program in the Secondary Schools*, provide agenda, procedural suggestions, and informational discussion materials for five successive meetings in the local schools. They center attention on the following topics: "What is Life Adjustment?"; "The Student"; "The Community"; "The Curriculum"; "The Plan of Action." The Guide helps high-school faculties to understand better the need for serving *all* youth and how to meet this need. It builds upon the educational philosophy and principles enumerated 3 years earlier in *A Framework for Education in California*.

The *Leader's Guide* no doubt served well its function in the various high schools of this State, although specific data are not available. Several two-week workshops, however, following the general outline of the *Leader's Guide*, were sponsored by the State Department of Education. A report of several study groups at the Santa Barbara Workshop, June 19-29, 1950, was published early in 1951.

Two far-reaching State documents describing the improvement of the secondary schools appeared in 1952. One entitled, *Curriculum Offerings*



*and Practices in California High Schools, 1950-51*, concerned the 4-year secondary school and junior and senior high schools. Its contents covered a comprehensive list of subjects: curriculum offerings and graduation requirements; basic skills or common learnings given all pupils; community participation in curriculum planning; citizenship education program involving studies, pupil activities, and organizations; articulating various grades and divisions of school system; meeting pupil needs through pupil activity programs; program for those retarded because of mental or environmental factors; and the educational role of work experience.

The second document, published in 1952, *Evaluating Pupil Progress*, emphasized the careful appraisal of the learning capacities, the personalities, the attitudes, the behavior, and other character traits of youth, if maximum learning is to take place, and if such learning is to result in responsible citizenship. Techniques were extensively discussed, various instruments suggested, and the role of pupil progress reports was described. The report closes with answers to questions most frequently asked of educational research relating to pupil evaluation procedures and practices.

Unless the high schools know something about what happens to their dropouts and graduates, they cannot be said to be concerned about life adjustment education. They must inquire about those in high school who fail as well as those who succeed. For the past 2 or 3 years followup and dropout studies have been under way in many California high schools. Their techniques have been guided by the "California Cooperative Study of School Dropouts and Graduates," and their findings have been published in preliminary form under the title, *The Secondary School Follows Up*.

Recently this State has been concerned with determining the educational effectiveness of the programs and practices of its high schools. Instruments are being completed to serve a far-reaching plan for guided self-appraisal within local school communities.

The role of universities and colleges in providing orientation and furthering the objectives of life adjustment education in California must be noted. Studies by graduate students and university personnel, the calling of special work conferences and participation in them, and the offering of courses and course units are contributions of great value.

Beginning in 1950 the State Department of Education has worked intensively with the high schools to develop in students a better understanding of American business and industrial economy. Attention has been focused upon the three economic roles in which each person participates: as consumer, as producer, and as participant in making political policies. Aided by the curriculum staffs of counties and large school districts, various State colleges and private colleges have held a total of nine workshops for teachers in four locations about California. Business and labor have given substantial support both financial and through actual participation in the workshops for teachers and administrators. In some areas continuing commit-



tees, as the Southern California Council on Economic Education, are in operation to follow up and give strength to these endeavors.

A significant development in 27 northern California counties is called the Regional Project in Secondary Education. This project was conceived by the district councils of high-school principals who called in representatives of the county curriculum staffs and departments of education at Chico, Humboldt, and Sacramento State Colleges. The numerous problems of immediate concern to the participating high schools were surveyed and the efforts of teaching faculties were assisted through a director who, in turn, secured as needed the resources of counties and colleges to help develop workable solutions to the several problems under consideration.

The purpose of the project, administered through an advisory committee of representatives of all agencies participating and financed by a foundation grant, is threefold:

- a. To encourage and assist schools to develop programs better adapted to meet the needs of individual pupils. (For example, few of the graduates of many of the participating schools customarily go to college.)
- b. To promote preservice and inservice teacher education directed toward instruction and curriculum consistent with these evident needs of pupils (The project has already resulted in changes in programs for training teachers in the State colleges involved and in the types of institutes and workshops for teachers held in the various counties.)
- c. To foster teamwork among the many agencies concerned with secondary education.

The California Association of Secondary School Administrators, with the cooperation of the State Department of Education and several colleges and universities, has sponsored summer workshops for principals to help them devise ways for improving instruction.

In the summer of 1952 the first workshop for high-school principals was held at Stanford University with an attendance of 80 leaders in secondary education. In 1953 two summer workshops were held at Long Beach and San Francisco State Colleges with an attendance of 200 high-school administrators. In 1954 four workshops were arranged to give additional coverage of the State and to afford opportunity for more principals to study their problems of curriculum development. Although the emphasis at these conferences has been upon techniques for principals to use in operating faculty study of student needs and curriculum revision, the result has been an increasing readiness on the part of principals to encourage instruction adapted to pupil needs and to provide teachers with the materials required to help learning by students who do not respond to ordinary textbook teaching.

In California, therefore, although life adjustment education operates under purely State auspices, great impact has been made upon the secondary schools of the State by ideals and purposes consistent with the national enterprise. Secondary education has been stimulated and guided by life adjustment education objectives, and California has done its full share in advancing the purpose of the national campaign.



## CONNECTICUT

In 1938 the Connecticut State school authorities developed a plan for improving the secondary schools, and during the next 10 years the plan was carried forward. Through statewide and regional committees (1) they developed a common concept of the functions of secondary education; (2) they made a survey of the secondary school program; (3) they evaluated 90 secondary schools according to certain accepted criteria; (4) they studied problems of post-secondary school education; and (5) they made an analysis of the various Federal enterprises operating during the depression.

As an outgrowth of the 10 years of work the State Department of Education issued in August 1944 and reissued in March 1948 the document, *The Redirection, Reorganization, and Retooling of Secondary Education*. The bulletin included some general proposals for reorganization of secondary education. There were chapters dealing with citizenship, fundamentals, health and allied elements, home and family living, specialized interests and activities, vocational programs, and personal and social adjustment; and suggestions for implementing the program. The 1948 edition of this document came out just 3 months after the first meeting of the first National Commission on Life Adjustment Education for Youth.

Soon after the first Commission meeting, plans were announced for the Connecticut Study for the Improvement of Secondary Education. The stated purpose of the study was "encouraging and assisting those secondary schools in Connecticut that wish to work toward an improved program of life adjustment education for youth." It was done cooperatively by the secondary schools, the colleges and universities, and the State Department of Education. The Connecticut Council on Secondary Education served as the Steering Committee. Any public or private high school or vocational-technical school could become a participating school by making application to the steering committee and presenting evidence of meeting the following criteria:

1. The school is interested in developing a program in line with the guiding principles of life adjustment education.
2. The school proposes a plan of action for cooperative study of its program.
3. The teaching staff, as well as the administration, are interested in studying cooperatively the school program to adapt it to life adjustment goals.
4. There is a well-developed plan for including citizens of the community and the board of education in the study.
5. The school can make available: leadership, time, and resources for carrying out the study.
6. The school is willing to work with the colleges and universities of the State in order to determine what factors contribute to college success and what is the best basis for recommendation to college.
7. The school is willing to make a followup study of its pupils in college and in community.



These criteria and those for the various program elements—for example, health, citizenship, home and family life education, science, common-learnings program, foreign languages, music—were prepared by committees made up of representatives from high schools, colleges, and the State Department. No set pattern for a school was suggested, for the aim was to have each participating school develop a program suited to the community and implementing the guiding principles of life adjustment education. Schools were invited to use the consultant services from the State Department of Education and colleges and universities.

Since the beginning of the life adjustment education program in Connecticut, conferences have been an important part of it. In 1951 there was a 2-day State meeting. In general sessions, there were presentations on "education for the slow learner," "the gifted and talented youth," and "the nature of today's youth problem." Small discussion groups worked to identify the issues and problems in education programs and to suggest possible solutions or methods of attacking such problems. The report included a list of suggestions for improving present programs leading toward a realization of the aims of life adjustment education.

In 1952 the Connecticut Commission on Life Adjustment Education joined with the Commissioners of Education of the Northeastern States to sponsor a 5-day conference on Life Adjustment Education—A Program of Action for Secondary Education. This "living-in" and working conference to deal with the "know-how" of a program of action was held at the University of Connecticut. There were approximately 150 participants from 8 Northeastern States. In keeping with the goal of having teams of administrators, teachers, and guidance counselors work together, a number of schools sent representative groups. There were speakers on secondary curriculum and education, on the needs of youth, and on vocational guidance. Large blocks of time were provided for eight small groups to discuss further the facts and ideas presented by speakers, and to consider their implications for on-going school programs. Speakers and representatives from higher institutions and from State departments of education served as resource people for groups.

In May 1953 there was again a conference of personnel from the 8 Northeastern States on Promising Practices in Life Adjustment Education. The 165 participants worked especially on needs of youth in the areas of vocational and economic education, social adjustment and family life, and citizenship education.

From its beginning the Connecticut program for redirection of secondary education has emphasized wide discussion with citizens' groups. In keeping with this policy, the Connecticut Conference on the Improvement of the Educational Programs was held in 1949. It was sponsored by the Connecticut Council on Education and the Connecticut State Department of Education. This 2-day meeting at Lakeville had a threefold purpose:



(1) To determine the best immediate means of providing improved educational programs throughout the State, (2) to outline methods and procedures whereby each town could apply the suggested program of improvement at the local level, and (3) to plan for the coordination of citizen and educator activity on both the State and local levels designed to make the program of improvement a reality. There were 130 conference participants with approximately equal representation for laymen and professional educators. From the conference deliberations came a rather extensive statement of the essentials for a modern program of education, which made up the bulk of the conference report. A beginning was made on an educational platform, and some ways and means to achieve the program were suggested. The conference committee hoped that "little Lakeville conferences" would be organized all over Connecticut to spread the enthusiasm, interest, and activity of the Lakeville meeting. Several such meetings have since taken place.

There have been a number of other conferences in Connecticut that illustrate the concern of school people with the problems of providing a good education for all youth. In the area of economic education 3-week workshops have been conducted each summer since 1950. These were held at the University of Connecticut and were sponsored by the Greater Hartford Council on Economic Education. In 1952 and 1953 summer workshops on Family Financial Security Education were held at the State university.

There have been conferences on citizenship education. In September 1952 about 20 towns in the Hartford area came together for one afternoon and evening to hear speakers, and work in discussion groups on promising practices and issues in citizenship education. Schools were urged to send representatives from community groups, as well as teachers, to the meetings. The November 1952 conference was sponsored by the New England and Connecticut Social Studies Teachers Association, the Connecticut State Department of Education, the School of Education of the University of Connecticut, and the Citizenship Education Center of the Teachers College of Connecticut, at New Britain, where the meeting was held. The purpose of the conference was to acquaint school people with the basic philosophy and tools of the Citizenship Education Center at Teachers College of Columbia University and of the Teachers College of Connecticut.

A conference on international understanding in the high schools was held in the summer of 1953, and plans have been made to follow it with workshops during the next 2 years. There is an active State Committee on the United Nations which issues the *Connecticut United Nations News Bulletin*.

The secondary-school principals in Connecticut are organized into five regional groups which meet to work together on problems of mutual concern. For example, at one meeting in the Willimantic area, the schoolmen—with representatives from parents, the police, and the courts—considered some of the more serious behavior problems of high-school pupils.



There are a number of groups making studies or working in other ways to improve the secondary school program. Business education groups from 18 regions meet regularly to consider curriculum changes in business education. In industrial arts there is an active leadership group that also meets regularly. Last year 15 representatives of this group met with the staff of the Citizenship Education Center at New Britain and worked for 2 days on suggestions for ways in which industrial arts can contribute to citizenship. In a number of local communities there have been study groups considering new high schools. The 12 technical high schools have recently carried out two significant studies. One was on the selection of students and prediction of success in vocational and technical schools. The other was a study of early school-leavers in vocational and technical schools.

Both in 1951 and in 1952, the State Department of Education issued bulletins dealing with citizenship education. The first publication was on the task of citizenship education, and, while the material was directed primarily to educators, it was expected that boards of education and civic leaders would be interested in it. The pamphlet offered a suggestive framework from which an individual community might develop its own program. In 1952 the bulletin, *Techniques Useful in Citizenship Education*, was issued. It describes a number of procedures helpful in problem-solving and has sections on such topics as: identifying the social and emotional needs of youth, diagnosing student ability in critical thinking, and improving group work.

In summary, it may be said that Connecticut has been closely identified with the life adjustment education program from its beginning. Education leaders from the State have been active participants in all of the national conferences, and a member of the Connecticut Department of Education has served on both national commissions.

A review of one of the recent reports of the Connecticut Commission on Education for Life Adjustment shows that significant work is being done in the State to modernize the high-school curriculum. Individual schools are working in different ways to accomplish life adjustment education goals. For example: Changes are being made in curriculum organization and emphasis; experimental studies are being carried on; programs of evaluation are being strengthened; and increasingly community members are being involved in the school program.

#### FLORIDA

In Florida, leadership for activities to improve secondary education for all youth is taken by the State Courses of Study Committee. This committee, established by statute in 1937, is made up of nine members. On the recommendation of the State Superintendent, they are appointed by the State Board of Education for 4-year terms. Ex officio members of the committee are the superintendent and a member of the State Department of Education appointed by him. As representatives of the teaching profession in the



State, the committee members have the following duties: (1) To familiarize themselves with best educational practices in Florida and elsewhere in the Nation; (2) to recommend needed changes in elementary and secondary school curricula; (3) to plan for changes to be made in the courses of study for various subject and grade levels throughout the public-school system; (4) to investigate the adequacy of textbook material provided in the various fields and at the several grade levels; and (5) to recommend any changes which have been revealed as necessary or desirable by their study.

For several years the State has had a Program for the Improvement of Instruction in Florida, in which many individuals and groups have been involved. The first publication prepared under this program was issued in 1942, *The Program of Studies for Florida Secondary Schools*. This material was revised in 1946 and reprinted in 1948. *A Suggested Program of Study for the Florida Secondary Schools*, issued in 1952 on recommendation of the Courses of Study Committee, is a revision of the 1948 publication. It includes a statement of philosophy, suggested programs for study for grades 7 through 12, material on graduation requirements, and information about State law and State board regulations relative to secondary education. The publication encourages local initiative and imagination in developing local high-school curriculum study and planning. It emphasizes the responsibility of the secondary school in a democracy for making it possible "for each individual to obtain his optimum growth in an environment which is conducive to learning and living"—a purpose that is certainly in harmony with the goals of life adjustment education.

While the Florida program for improving secondary education has not been designated by the term "life adjustment education," materials of the National Commission for Life Adjustment Education have been given wide publicity in the State. In 1949 one issue of the Florida School Bulletin was devoted almost entirely to life adjustment education, making available material developed at the 1948 National Conference on Life Adjustment Education in which education leaders from Florida participated. The influence of these materials from the National Commission may be seen in a number of studies made in Florida on various aspects of secondary education emphasized by the Commission. For example, one master's thesis used data from a county, on hidden costs of attending high school; in several other counties high-school principals made studies of graduates and dropouts, of factors affecting holding power, and of school activities designed to serve all youth.

A number of meetings and conferences concerned with problems related to life adjustment education for youth have been held in Florida during the past 3 years. In 1950 about 250 persons met in Tallahassee to work on various aspects of guidance. Attending this conference were personnel from the State Department of Education; county supervisors; college representatives, superintendents, principals and teachers from schools throughout the



State. The publication, *Guidance—Education for Improved Living*, which was an outgrowth of this conference, has been widely used and has been so popular that it is now out of print. Also in 1950, there were 5 regional meetings on *Improvement of the Summer Program* in which approximately 375 superintendents, principals, supervisors, and State Department personnel participated. The State recognizes that teachers' use of time during the 3 months of summer employment provided by the Minimum Foundation Program, is a vital factor in determining whether such employment provisions will be continued.

In January 1951, a group composed of State Department of Education personnel and faculty members from Florida State University, the University of Florida, and the University of Miami discussed the possibility of cooperating in setting up a series of clinics on the problems of grades 7, 8, and 9. The first clinic was held at Florida State University, in March 1951; the second was at the University of Florida, in March 1952; and the third at the University of Miami, in March 1953. All three were sponsored jointly by the State Department of Education and the particular University where the meeting was held. All meetings have been work conferences. Some of the problems which groups have dealt with are: How to teach the basic skills; developing a core program; help for the low educational level student; social promotions; articulation between schools; homogeneous groupings; dropouts; enrichment of the curriculum; nonacademic junior high-school problems; and organization of the junior high school. Conference personnel included supervisors, superintendents, principals and teachers—both secondary and college. These conferences are seen as making it possible for the teacher-training institutions and the State Department of Education to analyze and explore ways of developing a more efficient program of education. They have undoubtedly been a potent factor in improving programs in junior high schools.

A State conference on dropouts was held in Tallahassee in 1952. It was attended by secondary-school principals and representatives from the colleges and the State Department. During the summer of 1953, the State Department sponsored workshops to study needed improvements in various aspects of the school program such as: economic education; physical education—facilities and grounds; safety education; and visiting teachers. Thus, Florida, in a variety of types of conferences, has worked on problems related to life adjustment education for all youth.

As recently as October 26, 1953, this State organized the Florida Council on Secondary Education. This council represents a cross section of this level of education including: the State Department of Education, the State teachers association, the teacher-education institutions, the county superintendents, the secondary-school principals and supervisors, and teachers. The function of this council will be to study the problems of secondary education, to disseminate information, to clarify thinking, to evaluate practices,



to safeguard the status and welfare of the teachers, to propose legislation, and to interpret this level of education to the public. To carry on its work the Council on Secondary Education has organized a steering committee and has appointed a chairman and a secretary. Special committees will be appointed as needed.

In summary, while Florida has not had a committee or a program called by the term Life Adjustment Education, State personnel have been active participants in the conferences sponsored by the National Commission. The efforts in the State to provide the best possible education for all pupils have been influenced by life adjustment education goals, and wide use has been made of materials growing out of Commission activities.

### IOWA

Organized statewide efforts to utilize the help of the renewed national emphasis on life adjustment education in the State began in 1950. Before then, however, leaders in the State Department of Education and in the State teacher-education institutions had shown an active interest in this development by discussing weaknesses in the secondary schools and possible ways of better serving larger proportions of all youth.

It appears that the earliest active interest in life adjustment education in this State was shown in 1947 when the Department of Public Instruction published *A Proposed Design for Secondary Education in Iowa*. This volume, the second in the series to be published in connection with the Secondary Cooperative Curriculum Program, reviews the development of secondary education, points out the influences which have modified and are continuing to modify the curriculum, describes the Iowa secondary school as it now is, reviews the opinions of Iowa teachers regarding needed changes, announces a philosophy for secondary education, and, finally, proposes a design for secondary education in Iowa.

The aims of general education, as submitted in this volume, correlate closely with the 10 major areas of life adjustment as presented in *A Primer of Life Adjustment Education* published in 1949 by the National Commission on Life Adjustment Education.

In 1950 the Iowa Life Adjustment Education Committee of 19 members was appointed by the State Superintendent of Public Instruction. This committee was composed of representatives from the State Department of Public Instruction, State institutions of higher learning, and local schools. During the next 2 years the Department of Public Instruction and the Life Adjustment Education Committee encouraged the county institutes to discuss life adjustment education issues and possibilities.

In 1950 such institutes were held in 56 of the 99 counties of the State and in 1951 in 54 counties. The number of high-school teachers reported as participating was, respectively, 2,500 and 6,000.



In 1951 the Iowa Life Adjustment Education Committee centered its interest on the dropout problem. A circular was issued entitled, "Iowa Educators, Hey! We Are Talking to You," which set out the reasons given by former high-school pupils for having left school and asked how these early dropouts could have been prevented. Then the county superintendents and local superintendents were asked to gather information from dropouts. Cards were designed for that purpose; the data were assembled by county superintendents and sent to the State Department of Education for tabulation and analysis. While the response was not complete, the results revealed the grades, ages, and reasons for dropouts; it also revealed the educational and occupational background of their parents.

More recently the Commission developed a checklist to enable the superintendent and faculty to determine the specific provisions for life adjustment education in their schools. This checklist calls attention to such items of information as the following: The educational principles prevalent in the high school, the aims of the curriculum, the degree to which the methods of instruction used emphasize the needs of individual pupils and the community, and the extent to which the school staff cooperates in achieving their aims. The checklist provides for evaluating the life adjustment education provisions on a sliding scale from zero to three, thus indicating the extent any given provision obtains.

In 1953 an opinion poll instrument was developed entitled, "You and Your Schools." This questionnaire is designed to help any local board of education or administrator to determine the opinions of parents and the general public about their school and its activities. The hope is that the frank criticisms and ideas elicited will result in increased interest, in wider discussions, and in a better understanding of what the public schools are trying to do and how they attempt to do it. The ultimate objective is to enable the board of education and the administration to make improvements in keeping with public opinion, and thus to develop educational programs which better meet the needs and ideas of the people of the local school.

During the summers of 1951 and 1952, a member of the Iowa Life Adjustment Committee taught a course entitled "Life Adjustment Education," at the State University of Iowa, Iowa City, Iowa. In 1952 a 3-week workshop was held at Iowa State College, Ames, Iowa, on Family Life.

In summary, Iowa actually started a renewed emphasis on life adjustment education in 1947 by publishing *A Proposed Design for Secondary Education*. A more concentrated effort has been made to further this program since the appointment of the Life Adjustment Committee in 1950.

#### MICHIGAN

The Michigan Study of the Secondary School Curriculum was launched in 1937, with the purpose of improving secondary education chiefly through



bringing local school forces to work together democratically. The results have been many and far-reaching.

When the National Life Adjustment Education campaign got under way in 1947, the secondary schools of Michigan had, therefore, a 10-year start on many of the issues involved. With certain committees already active in the improvement of secondary schools, no statewide Life Adjustment Education Commission was appointed. Many of the conferences and projects of the committees, however, clearly recognized life adjustment education objectives, and utilized its major techniques.

The outstanding development in the high schools of Michigan in recent years has been the Secondary School-College Agreement Plan. This plan recognized that one of the major obstacles to changing the traditional offerings and other practices of the secondary schools arose from college-entrance requirements. After extensive study, a cooperative arrangement was worked out whereby the colleges agreed to disregard in selected accredited high schools the pattern of subjects usually required—especially the major and minor sequences—provided that the college candidates recommended by their schools were the more able students in the graduating class. The high schools were required also to furnish evidence as to the following: (a) Improved and more complete records on each pupil; (b) continuous curriculum study, and evaluation of the purposes and processes of instruction; (c) a continuous followup of former pupils—early school-leavers, graduates, and college entrants; and (d) a continuous program of educational and vocational guidance, especially during the senior year.

Secondary schools were also urged to establish courses preparatory for certain technical, industrial, and professional curricula of the colleges. For their part the colleges were urged to provide on their campuses accelerated preparation for these curricula, for graduates whose high schools had been unable to offer this training.

The agreement was worked out—and continues to be carried forward—by the Michigan Secondary School-College Agreement Committee, consisting of 10 persons: 4 of them from the College Association, 3 from the Secondary School Association, 1 from the Association of School Administrators, and 2 from the Department of Public Instruction. This joint committee receives and evaluates the data presented by new applicant schools. Most of the evidence is presented by correspondence, but occasionally a member of the committee visits the prospective member school.

More than 200, or about one out of every three accredited high schools, and all of the accredited colleges of the State now operate under this Plan. Nonmember schools continue the same pattern of high-school course requirements as they did before the Agreement Plan was developed.

While the Agreement Plan is concerned chiefly with freeing the member schools from the domination of the colleges, either real or imagined, it has exerted a strong influence on improving the program and practices of member



schools and to a lesser extent on all schools of the State. The stipulated conditions for membership brought into action many types of local school studies and improvements. Self-appraisal, although difficult to evaluate, always has a salutary effect. Some of the more obvious improvements reported are: (a) More high-school programs adapted to both student and community needs; (b) more sharing of information and experiences with other schools; (c) more occasions for consultants from the colleges and other schools to study the problems of individual secondary schools and to serve them; (d) incentive to undertake research and experimentation; (e) better instruction; more guidance work, and more courses meaningful to individual pupils.

A byproduct of the study of the secondary school curriculum in Michigan, and of later discussions on life adjustment education, was that of the cooperative studies of the ideas and problems of Michigan youth and their parents. The major purpose of these studies was to stimulate in laymen a greater interest in the problems of children and what the homes and the schools can do about them. It was hoped, too, that discussions about various check lists and responses to them would help parents understand better actual and needed changes in the school programs.

While most of the results of these studies are by nature intangible, at least one of them resulted in a report. This was published under the title, *Teen-agers and Their Parents*. Graphically it sets forth findings gathered from sample groups of children, about significant parent-youth relationships, and the effects of these relationships upon their development and behavior in school and in society. This report is intended to facilitate the work of lay and professional groups planning sound activities and educational programs for youth, especially in their relation to families and to other individuals. While this study and the score cards used were the product chiefly of the Home-Making Education Division of Michigan State College, the State Department of Public Instruction collaborated in it and published it.

Still another outcome of the study of the improvement of the secondary school curriculum of this State is the Michigan Holding-Power Study. The project was launched in 1950 by the State Guidance Committee, which a year later organized a staff committee to encourage holding-power studies throughout the State. The committee aimed to stimulate interest, work out study techniques, develop work manuals, and in every way possible help local schools make intensive studies of those who drop out of school early, why they drop out, and what the schools can do about it. Outdoor work and camping projects have been tried with some early leavers. Thus far, only brief progress reports have been produced by this State Committee, but intensive and far-reaching holding-power studies have been made in some local school systems. A good example is the Grand Rapids' Study reported in May of 1953. It is discussed elsewhere in the report.



In summary of secondary school improvement activities in Michigan, the following facts stand out:

1. There has been a long and persistent effort in this State to study and improve the secondary school curriculum.
2. A unique Secondary School-College Agreement Plan has been devised which not only permits a member high school to alter educational programs as it chooses, but which also has stimulated far-reaching reappraisal of traditional practices and has aroused interest in experimentation.
3. Certain fresh and promising activities are under way in such activities as school camping, youth-parent relationships, home and family living, and public relations.

#### NEW YORK

No State Committee on Life Adjustment Education, as such, has been appointed in New York. However, State leaders gave serious study to the issues raised under this banner by State and national conferences during 1947-50, the term of the first commission. They concluded that the world-shaking social and economic events of recent decades had presented new obligations to the secondary schools to make changes not only in their basic philosophy and attitudes, but also in their programs of service. New York leaders concluded that there were many teachers and nonteachers who adhered too rigidly to the past, and that parents in too great a number insisted that their children be educated in the college-preparatory tradition in the high schools, rather than for the everyday business of living as youthful citizens and later as adults. With a view to developing an action program to bring about needed changes, the State Education Department created in 1949 the Office of the Coordinator for the Readjustment of High-School Education in New York State.

The Readjustment of High-School Education program in New York State has been defined as "a cooperative plan for the improvement of high-school education wherein all of us may pool our resources and divest ourselves of certain barriers to progress." It was conceived as a continuous process of improvement through the careful study of the problems involved, through the wide dissemination of information concerning good school practices in meeting the modern needs of youth, and through the fostering of the results of promising experimentation.

To get a dynamic program of action under way which would readjust the secondary schools to modern educational needs, the New York school authorities organized two important councils. The first, known as the Regents Council on Readjustment of High-School Education, consisted of outstanding laymen who were interested in education. While these leaders were chosen from various organizations, they agreed to represent the people as a whole. Their purposes were to evaluate pertinent data and procedures relating to the problems of the secondary schools, and to advise school authorities on courses of action to effect desirable improvements.



The second group appointed, known as the Professional Advisory Committee, consisted of school and college authorities who were close to the problems to be studied. It was their task to supply the State Education Department with the practiced professional judgment and advice of outstanding educators. It also tied into the program many of the educational organizations of the State.

Three principles were set up as guides to cooperative planning, looking toward changes in high-school education. First, planned and persistent statewide discussion and consequent understanding would be necessary to make progress in solving some old problems, rooted in the tradition and feelings of adults who valued their old high-school experiences. Second, local conditions and needs must be served, and local leaders provided with research data, study guides, and other help, focused on specific local problems. Third, local citizen committees would be necessary to furnish a firm basis for better understanding between educators and laymen in the towns and cities. These would parallel the State citizen committee. Current experience has proved the soundness of these principles.

To launch this program, a statement on "cooperative planning for the adjustment of high school education" was sent early to the Boards of Education and to all junior and senior high schools. This statement identified and analyzed the 10 critical areas most in need of attention. It was followed by a series of 10 conference clinics on the basic skills, held at teacher-education institutions throughout the State. Eight regional coordinators selected from the staffs of various colleges by the Office of the Coordinator were appointed to work directly with schools interested in experiments to improve instruction in the basic skills. A series of orientation conferences concerned with readjustment problems and plans were held at different points throughout the State during 1950 and 1951. Radio interviews on high-school readjustment problems were broadcast to acquaint the public with the program. Local study councils, sponsored by several colleges and universities in the State, were organized. Teams of educational consultants were placed at the service of the interested school systems. The number of individual schools announcing study projects and experiments on high-school improvements soon grew to 200. These not only received help and guidance by direct visits from department personnel, but also prepared and circulated 14 bibliographies, each dealing with a specialized group of problems, such as: common learnings, the gifted child, the slow learner, elective offerings, vocational education.

To cast more light on the problems confronting the secondary schools, certain major lines of inquiry were undertaken. A basic issue, recognized as underlying all other problems, was that of giving each pupil the education and training best suited to his individual ability and needs. It was found early that more information was needed on how many pupils dropped out of school early, who dropped out, when they dropped out, and why.



A department team studied the dropout problem and evaluated a number of programs designed to improve holding power. To implement the study of this problem, a bulletin containing guides to help school leaders appraise their own practices entitled *Improvement of Holding Power Through a Continuous Study of Youth in School* was published. A selected group of schools was asked to carry on such a study. An opinionnaire on what principals believed to be the real reasons for early school leaving was circulated, replies have been compiled, and a document containing suggestions for solution of the problem and the recommendations of the Citizens Advisory Council in the matter has been prepared for use by the schools.

One of the earliest publications devised to help give direction to the readjustment program was a 1-page sheet developed by the Citizens Advisory Council and entitled "Education—An American Heritage." It set forth certain fundamental assumptions of the council relating to the nature, availability, and purposes of high-school education, and gave emphasis to certain self-evident characteristics of it. This terse "Credo," published in 1951, was not only widely used as a statement of basic goals, but has stimulated profitable discussion in many places throughout the Nation. It has produced a better understanding of what high-school education is, and why this level of education is necessary to a democratic society. The significance of the document, which is suitable for framing, is in the fact that it was prepared by noneducators.

A number of subcommittees of the Citizens Advisory Council on the Readjustment of High-School Education have been seeking answers to the basic question, "What kind of educational services do the people want in their high schools?" This problem was studied by associations of businessmen, of industrial leaders, of farm organizations, and by those representing labor. The reports of the committees have been extensively discussed and carefully considered by school authorities. The Citizens Advisory Council is now preparing its final report and recommendations to the Board of Regents.

Other far-reaching problems involved in improving the services of the high schools, and in removing the road blocks standing in the way of needed improvements, have been studied through special committees of school administrators.

The well-known New York's Regents examinations and their relationship to the readjustment of high-school education are being studied by the State Examinations Board, an advisory board made up of representatives of schools and colleges. This Board has submitted, and the Regents have approved, a series of recommendations designed to make Regents examinations even more useful. It is possible that the new procedures will have far-reaching effects upon the high schools of New York State.

An extensive program of research was initiated to discover the outstanding contemporary needs of the early adolescent in the State and the best practices



in meeting these needs. The guidance services adequate to reveal individual needs and problems of youth, the role of the extra-classroom activities in functionalizing the high-school program, the extent to which work experience can help to functionalize the education of many types of youth, and the contributions of "core" programs—all were studied through widely publicized workshops planned for school administrators, school counselors, and classroom teachers. Local citizens' committees also participated.

With these developments certain problems concerned with college admission naturally came to the fore. Chief among them was the complex question of how the high schools could adequately serve the comparatively small proportion of youth going to college while at the same time providing the many with the vital education needed for everyday life. This whole problem is now being cooperatively studied by a Joint Committee on College—High School Articulation, composed of representatives of the State Association of Colleges and a committee of the State Association of Secondary-School Principals, with a view to reaching agreements helpful to all concerned. The major concern is that the high schools be free to develop programs of the greatest possible functional value to all types of boys and girls, yet do not neglect those headed for leadership positions.

The New York program of readjustment has already produced a large number of published reports developed for the direction and guidance of the secondary schools of this State. These have been concerned with such specialized problems as the pupils who come to high school with reading defects and difficulties, the planning of programs of instruction in personal and family living through home economics education, the development of "learn and earn" plans, the improvement of guidance services, the revision of mathematics and general science courses, the increasing of holding power in the high school, and many others.

Every important change in the high-school programs proposed depends for its success upon the widest understanding and cooperation of the people served by these schools, and those who are in charge. This fact was recognized early in the New York program, both by the development of citizens advisory committees throughout the State, and the implementation of their work by guidebooks and leaflets published under such titles as: "Cooperative Planning," "Avenues to Better Schools," and "Schools in Action." The last named is published bimonthly during the school year. It serves a clearing-house function among the participating schools.

Many other guides helpful to high-school improvement are now in process of preparation. Among these are: "The Activity Program," "Scheduling a Program for Today's Schools," "Special Programs for Potential Dropouts," "Working With Parents," "The School Excursion and Use of Community Resources," and "Bright Youngsters Are Needed."

In summary, it is important to bear in mind that the readjustment of High School Education program in New York has been under way only a little



more than 3 years. Already it has produced a far-reaching action program implemented by an outstanding list of publications helpful to those schools of the State which wish to study their problems with a view to effecting satisfactory solutions. But more important than the published program, guides, or instruments for improving the secondary schools of the State, is the involvement of the foremost lay and school organizations and leaders in a variety of cooperative efforts designed to bring about a better understanding of the schools and to determine how they may be improved. At the head of these cooperative efforts stands the State Education Department with all its resources in professional leadership and services. Helpful partners in achieving success, however, have been the Regents Council on Readjustment of High School Education and the Professional Advisory Committee enlisting the active participation of outstanding lay and professional leaders throughout the State. The roster of the persons constituting these committees contains names known nationally and internationally.

While this State does not have a committee specifically labeled Life Adjustment Education, it is clear that the problems with which the readjustment program has been concerned are for the most part indistinguishable from those recurring in the literature growing out of the Commission on Life Adjustment Education. Moreover, throughout the documentary material supplied by the New York State Education Department, there is overwhelming evidence that its program was not only originally inspired by the problems emphasized by Life Adjustment Education, but that its organization has run parallel to it.

#### WEST VIRGINIA

Since 1949 West Virginia has had steering committees on life adjustment education appointed by the State Superintendent of Schools. They have numbered from 10 to 15 members and have included representation from the staff of the State Department of Education, from county superintendents and supervisors, from high-school and elementary school principals, from teachers and counselors, from educational organizations, and from colleges. These committees have taken leadership in establishing policies and otherwise stimulating interest in the improvement of secondary education for all youth.

The first progress report of the State Steering Committee on Life Adjustment Education was published as an issue of the *West Virginia Education Bulletin* in July 1949. In the publication the committee reviewed some operating programs and suggested ways in which a teacher, a school, or a county might work toward meeting more satisfactorily the needs of individual pupils. The report included: (1) An outline of a proposed curriculum pattern for life adjustment education; (2) suggestions for general objectives and content for various subject matter areas; (3) ideas about organization and administration of local programs; (4) statements about the preparation and qualifications of teachers; and (5) a discussion of how guidance services can function to further life adjustment education.



In West Virginia the philosophy is accepted that life adjustment education begins when the child enters school and that it continues throughout the 12 years of his public education. From the beginning, the steering committees have emphasized the necessity for making adjustments in school offerings, in the curriculum, and in school activities. It has further recognized that school programs can be effective only if they are accepted by all teachers and include all pupils within the school. The implications of these beliefs have been stressed in teacher-education programs.

Another group that has worked toward the goals of life adjustment education in West Virginia is the Association of Secondary-School Principals, which in 1950-51 initiated an extended program of professional activities. To carry them out, the State was divided into seven regions. Curricular studies are in progress in each region, and the opportunity to work on problems relating to the improvement of the instructional program has been enthusiastically received. Every region annually holds at least two all-day workshop meetings. Some of the projects reported at the regional meetings in 1952-53 were concerned with the role of clubs in high schools, effective home-room programs, physical education for boys and girls, and core courses.

The work of the secondary school principals has stimulated a number of studies in secondary schools. For example, the staff of the Washington Junior High School in Parkersburg has been working as a total group on needed curriculum changes. This group of eight teachers with their principal believed that three things in particular were wrong with their curriculum: First, the large teaching load made it impossible for teachers to know pupils as well as they should; second, pupils had too many school subjects; and, finally, the school was not providing a program that would assure smooth adjustment from the integrated program of the elementary school to the departmentalized program of the high school. As the group began their work they felt the need for more information about curriculum building and for a better understanding of the unique functions of a junior high school. Staff members first did some reading and then began work on plans to modify curriculum and schedules. As a beginning, English, reading, spelling, and penmanship were combined as language arts, and science periods were increased from 45 to 90 minutes.

In Romney High School interest centered on doing a better job for the pupils—about 70 percent—who did not plan to continue their formal education after high school. The staff believed these pupils should be prepared to make the change from school to the world of work; and the work-experience program they now provide seems to be part of the answer. Pupils work 2 hours of each school day; and at one time as many as 50 pupils were working in jobs: at garages, as clerks in stores, as waitresses, as typists, in libraries, and for local dentists. The guidance counselor has charge of the present program; and takes responsibility for finding jobs and placing pupils, and acts as a coordinator between the employer and pupil.



The staff of the Richwood High School has been working to meet individual needs of pupils who come to the school from varying backgrounds, and has added a full-time counselor. Remedial classes have been established for ninth grade pupils in English and in mathematics, where instructors aid each pupil to begin at his own level and progress as rapidly as he can. The entire instructional program has been made flexible. If it is apparent that a pupil cannot make progress in an elective course of study, arrangements are made for him to change to another which offers more promise. For example, boys are sometimes changed from the trade and industrial program into the full schedule of the regular program, and vice versa. If a girl starts out in shorthand and meets with overwhelming failure, she is changed to a course which offers greater promise of success.

Another aspect of the West Virginia program is the curriculum study that is being carried on by State committees working with the State Department of Education. The State Department sees its function in this curriculum work as giving leadership and making possible the development and use of materials. Committees are working on such topics as: Reading and library; revision of social studies; coal mining and other major industries; cumulative records, and related forms and materials; and the teaching of conservation. These committees serve at the request of the State superintendent, and members include supervisors, public-school teachers, principals, superintendents, college teachers, and lay and professional persons who have a contribution to make to the subject being studied.

The committees function for overall planning and for special studies. They give consultative services to local groups in guiding and coordinating local and statewide studies leading to the preparation of curriculum materials for curriculum revision. They give assistance, also, in the final editing of materials for publication as State curriculum bulletins. The original materials with which these committees work are prepared by local groups close to the classroom learning situation.

One facet of life adjustment education that has received attention in West Virginia is the problem of "dropouts." After a research study dealing with a group of boys and girls who finished high school in 1946, the West Virginia Education Association initiated a 3-year project on "Improving the Holding Power of the Public Schools." In 1947 a work-conference of the organization made a broad study of the dropout problem: in one-teacher schools, at the primary-kindergarten level, in intermediate grades, junior high school, senior high school, and colleges. In 1948 another work-conference developed suggestions for counties and individual schools interested in studying the problems; and, as a result, a number of counties carried on studies and held workshops dealing with problems of holding power. In 1950 the association published a report of accomplishments and suggestions for next steps. Counties and individual schools were challenged in this publication to do something about raising holding power, and specific ways of working were



suggested. Schools have continued to emphasize this aspect of the program through conducting workshops, making studies to determine the important reasons why children quit school, and taking steps to improve holding power.

In summary, in West Virginia there has been continuous effort to improve schools in keeping with the goals of life adjustment education. Activities have been characterized by cooperative efforts involving leaders in education from all levels—elementary, secondary, and college—who are concerned with the development of an effective, integrated program of education for all West Virginia youth.

### WYOMING

In July 1949 the Wyoming State Superintendent of Public Instruction appointed a Steering Committee on Life Adjustment Education. Prof. R. I. Hammond of the College of Education, State University, was elected chairman of the committee; and Raymond S. Orr, State Supervisor of the Occupation, Information and Guidance Services, was made the secretary, with seven other persons representing the State Department of Education, the State University, and the public schools. Later two more public-school members were added, and the title changed to the "Wyoming Commission for Life Adjustment Education."

This State organization promptly sponsored two bulletins. The first of these (1949) set forth the philosophy, principles, and purposes of life adjustment education; the second (1950) suggested a program of action in the local schools. These reports had the joint sponsorship of the State University and the State Department of Education. Their purpose was to provide guides for local leaders interested in the development of life adjustment education. There were two supplementary documents: *Suggestions for Teaching Family Living*, prepared by the Life Adjustment Education Workshop meeting at the university in the summer of 1950; and *A Program of Life Adjustment Education in the Superior Schools*, (1950) an address delivered by Supt. Ivan Willey, of Superior, Wyo., before the fourth Annual Administrators Conference held at the university.

The *Guidance News Bulletin* of the State Department of Education, issued quarterly for the last 9 years, extensively promoted life adjustment education by articles and news notes originating both in the State and elsewhere. Indeed, the activities—community surveys, opinion polls, dropout studies, testing programs—of the Occupational and Guidance Service of this State and the work of the Life Adjustment Education Commission reinforced each other to the advantage of both.

The State University also popularized life adjustment education through its periodicals, *The Trailblazer*, *The Teacher-Education Roundup*, and through its research bulletins, for example, *Know Your Pupils*. The university also conducted summer workshops in life adjustment education for



1 week each in 1951 and 1952, and for 2 days in 1953, the State Education Department again cooperating. The State invited national leaders in the improvement of secondary schools to help in these workshops. It also invited administrators and other school leaders throughout the State to discuss the problem of adequately serving all of the youth. Life adjustment education issues were introduced as well, in other courses in secondary education.

Late in 1950 the Wyoming School-Study Council was organized with purposes so similar to those of the Commission on Life Adjustment Education that it soon absorbed the functions of the Commission. The Study Council brought with it resources not previously available to the Commission, namely, membership fees of \$20 a year. There are now 40 school systems which belong to the Wyoming School-Study Council. There is an executive board of 8, consisting of representatives of the 4 quadrants of the State, plus Professor Hammond and Dean Schwiering of the university, and Raymond S. Orr of the State Department. Supt. Ivan R. Willey is president.

This newer organization is affiliated with the Associated Public School Systems, an organization of similar councils sponsored by Teachers College, Columbia University, with a view to facilitating collaboration in research in nationwide educational problems. In addition, the Wyoming School Study Council is solidly built into the Bureau of Educational Research and Service of Wyoming University. This council has become an arm of the State to further research within its school systems, thus substituting controlled experimentation for the trial-and-error process, which had for so long dominated efforts to change and improve the schools.

The first project of the council was to improve instruction in citizenship. To this end the council joined the Citizenship Education Project now being carried on throughout the United States by members of the Associated Public School Systems already mentioned. The Wyoming Council has issued *Suggestions for Citizenship Education*, which reports effective activities and projects in citizenship education throughout the State. Furthermore, carefully coordinated programs of citizenship instruction are going forward in a number of schools; the results are being measured; and periodical reports are being made to the parent project carried forward at Teachers College, Columbia University.

Another project of the Wyoming School Study Council concerns the teaching of basic skills—reading, writing, arithmetic, and oral expression. Clashes between the traditionalists and those seeking to put into practice the findings of psychological research have been so frequent and so disruptive as to deter orderly changes in this part of the school program. This new project, however, encourages controlled experimentation and the pooling and sharing of information on promising instruction in these fundamental skills. The council has recently published a report entitled *Selected Practices for Teaching Basic Skills*. A progress report, also, has appeared, *Common*



*Learnings in Wyoming.* It has been designed to outline efforts now going forward in the high schools of this and other States to attract, to retain, and to serve the needs of all youth of high-school age.

As has already been suggested, a great deal of research preceded and was carried on during the promotion of life adjustment education in this State. This research program was fostered primarily by the College of Education, one facet of which was the granting of credit to the members of the local school staffs for projects carried out in connection with such specific problems as "early dropouts." The Wyoming School Study Council endorsed and carried forward these research programs.

Recently this State began a program of promoting and assisting the local schools to make comprehensive community surveys. These surveys have as their purpose the determination of (1) the educational needs of each community, (2) the peculiar problems involved, and (3) the educational programs needed to serve all of the youth of the area.

In summary, life adjustment education developments in Wyoming have resulted in greater cooperation than formerly among the State school authorities, toward effecting desirable improvements in all parts of the secondary school programs. This cooperation was furthered first through a State Committee on Life Adjustment Education and is now being sponsored by the Wyoming School Study Council. Both have been buttressed by a number of significant publications, designed, prepared, and circulated within the State to effect certain desirable changes. Some of these have been promotive in character, others have been more concerned with stimulating cooperative research. While at the outset these developments were limited largely to the secondary schools, they now increasingly involve the elementary schools. One of the progressive educational leaders of Wyoming sums up the matter thus: "Voluntary cooperation of school systems in an effort to solve common problems is a significant movement. It indicates attitudes of openmindedness, critical analysis, vigorous comparison, and of a willingness to change."<sup>\*</sup> It is easy to see that such developments would produce a healthful climate not only for discovering the weaknesses in the educational systems of any State, but the vigorous growth of new and sounder practices.

### ***Some Tested Principles***

In summarizing the highlights of State developments in life adjustment education, the author can do no better than to cite 10 principles found by the leaders of the Illinois Program to have been effective in bringing secondary education into line with modern demands:

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<sup>\*</sup> Fox, Willard. *Selected Practices for Teaching Basic Skills*. Laramie, University of Wyoming, Bureau of Educational Research and Service, 1953. p. 6.



*Principle 1.* The program should be under the auspices of the agency most inclusively related to all the schools of the States; namely, the Office of the Superintendent of Public Instruction (or by whatever title the State Department of Education may be known).

*Principle 2.* The policies governing the program should derive from a continuing advisory body made up of representatives of all statewide organizations, both lay and professional, whose interests are touched by the program. Even though they may not represent any such organization, key individuals in a position to contribute very significantly to the development of the program should also be included in this advisory body.

*Principle 3.* The program should be permissive in character in that any local school may "come in" or "stay out" in whatever respects and to whatever extent it may see fit; it should be easily possible for schools that at first decided to "stay out" to "come in" later should they so desire.

*Principle 4.* The program should be basically "grass roots" in character; it should recognize that it is *only* the local school staff, the local patrons, and the local pupils who can effectively and durably improve the local school.

*Principle 5.* The program should recognize the compelling character of *local* facts and opinions; it should provide, at but very little cost to the local school, the "know-how" and the necessary materials for conducting local studies designed to enable the local school to secure the types of local facts and opinions basic to improving the local school.

*Principle 6.* The program should provide workshops wherein both faculty and lay personnel from communities in which school improvement is desired may come together for encouragement and assistance in so doing.

*Principle 7.* The program should stimulate developmental projects in pilot schools; the institutions of higher learning as well as the State Department of Education should supply consultative help to these pilot schools on a totally cost-free basis.

*Principle 8.* The program should sponsor cost-free publications. These should include a guide, or statement of point of view, and suggested alternative ways of embodying this point of view in a going school program; manuals giving the "know-how" and necessary materials for conducting local studies basic to curriculum improvements; descriptions of successful school projects sponsored by the program; and the like.

*Principle 9.* The program should be financed initially by legislative grants to the State Department of Education and by the institutions of higher learning through the supplying of free consultant services. Initially, the local schools should be expected to increase by but very little their expenditures for curriculum-development purposes. Later, as their patrons become more fully persuaded of the value of the program, these schools should make their contributions match more nearly the benefits which they derive.

*Principle 10.* Responsibility should be "pinpointed." Some one person should be made administratively responsible for seeing to it that agreed-upon policy and program be translated into effective action.

<sup>1</sup>Nickell, Vernon L., Sanford, Charles W., Johnson, Eric H., Spalding, Willard B., Hand, Harold C., and Weir, Edward C., *A Description of the Illinois Curriculum Program*, June 1952. (Mimeographed.)



## DEVELOPMENTS IN CATHOLIC SCHOOLS

The purpose of life adjustment education is well stated by a leader in the movement and a member of the National Commission on Life Adjustment-Education for Youth, Sister Mary Janet of Catholic University, Washington, D. C. She gives this interpretation of its function: "In reality, it is an action program urging schools to reexamine their objectives and to reconstruct their curriculums in accord with their philosophy and with particular care to preserve the inherent dignity of every individual."<sup>1</sup>

*Philosophy and objectives.*—Before attempting to indicate specific accomplishments in Catholic schools, it may be helpful to orient our thinking by examining the underlying philosophy of the school conducted under religious auspices. It is a philosophy which recognizes all the needs of the individual as a citizen, as a member of a home, and as a worker in the present world, but which believes that he was created by God, that he is responsible to act in accordance with God's law, and that he will eventually return to God. Education in the Catholic school, therefore, as Rev. M. J. McKeough expresses it, is concerned with both temporal and eternal values, and attempts to give justly proportionate emphasis to each.<sup>2</sup>

It is also deeply concerned with the inherent dignity of each individual and therefore with the extension of equal educational opportunity to all. Of this ideal, Faerber writes: "In the secondary school each pupil must be given equal chance to gain that kind of education from which he can best profit." He explains that this does not mean giving all pupils an identical education, since the Christian concept of equality was never based on the belief that all men are of equal ability and are natively capable of equal achievements if given identical opportunities. On the contrary, it is based on the inherent identity of all pupils as children of God, and possessors of inherent rights from Him in the midst of their manifold differences in physical, mental, social, and other attributes. He concludes:

It is this diversity in talents among individuals which spins the web of life. Each human being represents a new power in Nature which God's Providence intends for the fulfillment of His own divine plan for the universe.<sup>3</sup>

Working toward life adjustment goals, one school faculty wrote in the introduction to their handbook:

The purpose of the school is to establish for the student his relationship with God, his fellowmen, and himself by fostering within himself definite under-

<sup>1</sup> Janet, Sister Mary. How Fares the High School Curriculum? *Bulletin of the National Catholic Educational Association*, 44: 15, May 1953.

<sup>2</sup> McKeough, Rev. M. J. *The Teacher in the Catholic Secondary School*. Washington, D. C., The Catholic University of America Press, 1950. p. 3.

<sup>3</sup> Faerber, Brother Louis, S. M. Terminal Education for Youth. *The Curriculum of the Catholic Secondary School*. Washington, D. C., The Catholic University of America Press, 1949. p. 127.



standings, attitudes, and habits in the five major areas in which his life will be spent: namely, home, parish, civic community, work, and recreation.<sup>11</sup>

Such statements from leading Catholic educators show that their philosophy embraces all that is contained in generally accepted statements, such as the Imperative Needs of Youth, basing all, however, on the fundamental belief in God and His Providence. They are a genuine challenge to everyone in Catholic schools to offer youth a broad range of constructive educational experiences in the various areas in which their lives will be spent. They have already led to action programs, some of which form the content of this report.

*Participating dioceses.*—To obtain information, questionnaires were sent to diocesan superintendents of schools. Although all questionnaires were not returned, responses came from 34 cities in 21 States and the District of Columbia. This section is based on replies received from the following dioceses: Mobile, Ala.; Los Angeles, San Diego, and San Francisco, Calif.; Washington, D. C.; Dubuque, Iowa; Wichita, Kans.; New Orleans, La.; Baltimore, Md.; Boston, Mass.; Lansing, Mich.; Crookston, St. Cloud, and St. Paul, Minn.; St. Louis, Mo.; Great Falls, Mont.; Trenton, N. J.; Santa Fe, N. Mex.; Albany, Brooklyn, Buffalo, New York City, Rochester, and Syracuse, N. Y.; Fargo, N. Dak.; Cincinnati, Columbus, Steubenville, and Toledo, Ohio; Oklahoma City-Tulsa, Okla.; Scranton, Pa.; Charleston, S. C.; Richmond, Va.; and Milwaukee, Wis. Schools in these centers illustrate what may be done along the lines of fitting the school to life needs of the day, whether or not the programs have been specifically designated by the term "Life Adjustment."

A few of the replies reported only on meetings held to discuss the movement. Most of them, however, refer to programs of curriculum revision—varying in extent—to meet the life adjustment aim of "education for all American youth." Undoubtedly many activities are going on in other places which have not been reported.

*Progress.*—A survey of the forms reporting the action undertaken in the Catholic secondary schools since 1950 reveals developments that are indeed most encouraging with relation to the enrichment and expansion of school programs. Particularly commendable is the trend toward making school offerings more functional and more consistent with the social philosophy which is part of their religious foundation with all its implications. A genuine effort is being made to achieve "the ideal that every student must use all the talents which God has given him."<sup>12</sup> Special efforts have been directed toward providing a curriculum that will make maximum contribution toward a fuller life in home, parish, community, work, and play. Outstanding in

<sup>11</sup> *Philosophy and Objectives of the Christian Life Adjustment Program.* Braintree, Mass., Archbishop Williams High School, 1953. p. 5.

<sup>12</sup> Janet, Sister Mary. Op. cit., p. 11.



the reports is the expansion of education for home and family living. Since stable and wholesome home life is basic to a society that conforms with the ideals of American democracy, it becomes the foundation also for improved citizenship. More directly related to this latter area, however, are new programs in social studies rendered richer and more meaningful by the inclusion of action for community betterment, multiplication of student councils, and mounting interest in the Christian Citizenship Forums inaugurated by the Commission on American Citizenship. Although these schools appear to have made little progress in providing specialized training for occupational preparation, the greatly increased emphasis given to practical arts and to the guidance program indicates definite future advancement in that area also. Long-delayed recognition of the values in art, crafts, and music for all students is directed in part toward meeting needs in the area of recreational pursuits. Finally, the high schools are studying ways in which to promote mutual helpfulness with various parish groups such as the Catholic Youth Organization.

Over and above the reorganization, enrichment, and addition of courses, an outstanding development in recognition of individual worth is the removal of racial barriers in the schools. This is particularly notable in such communities as Washington, D. C., where the Catholic schools have eliminated all segregation.

*Workshops and conferences.*—The following are some of the centers where workshops were held: Notre Dame University, South Bend, Ind.; Misericordiae College, Dallas, Pa.; St. Thomas College, St. Paul, Minn.; Loras College, Dubuque, Iowa; and the Catholic University of America, Washington, D. C. Independently of institutions of higher education, teachers' workshops were held in Mobile, Ala.; Washington, D. C.; Savannah, Ga.; Dubuque, Iowa; Wichita, Kans.; Boston, Mass.; St. Louis, Mo.; Cliff Haven, N. Y.; Fargo, N. Dak.; and Milwaukee, Wis.

At these workshops such pertinent topics as the following were considered: The educational capabilities of modern youth, adaptation of the curriculum to all students, guiding principles for a course of study in high-school biology, education for rural living; philosophy of the Catholic high school, preinduction guidance; the Christian Foundation Program, professional education for teachers, and Christian social living as an integrating thread in curriculum construction. Some of them, those held at colleges, were open to participants from all parts of the country. Others were set up to work on the problems of a particular diocese, and participants were teachers from the schools of these dioceses. These groups prepared a few publications in printed form, most of which, however, were intended for local use. They are not considered final and have not been widely distributed.

*Significant activities and outcomes.*—Some of the outcomes which have been achieved through these conferences are particularly commendable.



Probably the most commonly noted are those relating to programs of instruction in Christian family living, for both girls and boys. No single group has made a greater contribution in this area than the Sisters of the Presentation of San Francisco, Calif., who have given their services throughout the country in helping schools and school systems plan programs. Accompanying the family life movement, and closely related, is the trend toward the establishment of shop and industrial arts courses. All new high schools in Buffalo, for instance, include general shops for boys, and home-economics laboratories for girls. Other dioceses, such as Cincinnati, require that all girls have at least 1 year in homemaking. A number of schools are arranging to use the facilities of neighboring public schools for courses in science, industrial arts, and homemaking. Also allied with the family preparation is the expansion of work in music and art, which tend now to be full-time courses rather than extracurricular.

Precminent because of its ability to give experienced guidance to schools working on curriculum revision is the field service extended by the Commission on American Citizenship of the Catholic University of America. Working under the auspices of the archbishops and bishops of the United States, this group has given leadership in promoting education toward Christian and democratic ideals of a free society. Many diocesan reports indicate that they have depended on the Commission for the inauguration and continuance of curriculum construction programs. The Commission provides a monthly bulletin to high-school newspapers entitled *Mightier Than the Sword*, the purpose of which is to promote Christian democracy. More recently it has stimulated the opening of Christian Citizenship Forums to inspire boys and girls to study Christian social principles and to put them into practice in their own local communities.

There have been many studies of school dropouts which have led in turn to reexamination of the difference between the college-preparatory and the terminal goal for high-school students. This of course has been a problem of long standing. The present studies, however, are distinguished by their recognition of the value and educational respectability of the terminal program, which in the past was considered inferior if not wholly unworthy. The diocese of Syracuse no longer obliges all students to take Regents examinations, and so acts in agreement with the expressed policy of the New York Board of Regents. In many schools Latin is no longer required from all students as essential toward the diploma. There is also a strong trend to permit the beginning of Latin and other foreign languages at the upper levels of the high school as well as at the ninth-grade level. Realization of the need of persons who can actually use the modern languages has led to a re-evaluation of method and content of these courses.

Many conferences have been arranged especially for parents. This accords with the current emphasis on lay participation in curriculum reorganization. Other nonprofessional groups such as the National Council of



Catholic Women and the International Federation of Catholic Alumnae have manifested interest by attendance at lay conferences and by arranging programs for the study of modern trends in education. Continuous cooperation between educators and a committee of lay persons from all walks of life has been inaugurated in Steubenville, Ohio, directing its initial thought toward more adequate programs of health and physical education. In some dioceses, notably in Davenport and Dubuque, Iowa, programs are being revised to meet the needs of rural youth and rural communities.

Recognizing the urgent need of systematic preinduction guidance, a national committee working in Washington prepared a handbook which has been widely used in schools throughout the country.

*Core programs.*—In discussing developments in Catholic education, attention should be directed toward the fact that great consideration is being given to the common learnings or core program. Institutes, conferences, and workshops indicate a universal acceptance of the idea that the curriculum must be built on a foundation directed toward commonly needed understandings, attitudes, values, and skills. In some instances the foundation is formed after a reanalysis of the needs of youth and society in today's world, and the true problem approach prevails. It is agreed, however, that some problems will persist in all ages, because human nature remains fundamentally the same; and, moreover, that there will be unchanging principles to guide in the solution of those problems which do not change with the constantly developing culture. Such an approach is made by the Christian Foundation Program and gives evidence of utilizing newer techniques and materials and thus meeting present-day requirements of high-school youth. In some instances, however, the term "core" is apparently applied to mere subject requirements regardless of their organization or relation to changes in society.

A more detailed examination of two diocesan programs which have been developing continuously for several years will serve to illustrate the progress in Catholic schools.

*The Archdiocese of Boston.*—Since August 1950, under the leadership of the archdiocesan office of education, principals, supervisors, and teachers in the Boston area have been studying the life adjustment program and using this study as the impetus for curriculum improvement. Orientation to the problem was made at teachers' institutes in 1950 and has continued at quarterly meetings during the school years. Diocesan-wide acquaintance with subsequent activities has been made possible through quarterly conferences.

A Committee on Curriculum Revision was arranged through the cooperation of all religious orders teaching in the archdiocese. This group meets quarterly. It has been responsible for the organization of various committees which have met monthly throughout the past 3 years. These last have studied needs and have begun the development of classroom materials in the areas of religion, English, social studies, and home economics. The



final objective is to set up a diocesan program on a system of constants and variables, with the idea of total personality development in every student as the integrating factor. Sufficient flexibility will be allowed for adaptation by various types of schools.

Teachers have been systematically prepared for the use of materials as they have appeared in experimental stages. Such in-service training has been accomplished through courses in child growth and development, courses in first aid and home nursing, science workshops, workshops in remedial reading techniques and materials, courses in church and school music, workshops in audio-visual aids. Significant has been the cooperation with State agencies, such as the State Employment Service Testing Program, work with Catholic youth organizations, introduction of student councils, and emphasis on leadership and public-speaking programs.

The Archbishop Williams High School, a 4-year coeducational school in Braintree, Mass., has been a pilot school in the archdiocese. The first step in reorganization at Archbishop Williams was an effort to base the work on the results of a survey of the student population and their environment. The families were found to represent a cross section of the general population. Parents were engaged in all types of occupations—mechanics, carpentry, law enforcement, factory work, and the various professions. Boys and girls from these families needed preparation for a full life in all phases of human activity.

When needs had been analyzed, the second step involved selection of school experiences which would truly satisfy them. To meet the common needs of all students and to insure development of the whole personality, the faculty has depended heavily on the broad fields of religion, English, social studies, arts and crafts, homemaking, music, health and physical education, science, and mathematics. In all of these areas, except science and mathematics, every student has some experience during all 4 years of high school. These two subjects are required of all for a year and a half. To meet specialized needs for full development of each student, opportunities are available in foreign languages, science, mathematics, art, music, speech, and English.

The guidance program is functioning effectively for the study of each individual, and many opportunities are offered for the assumption of responsibility by students. Perhaps the most effective way to show the philosophy underlying the developments at the Archbishop Williams High School is through the following quotation taken from an official bulletin of that institution: "Since education is a life process both for teacher and student, every program of study must be sufficiently flexible to provide for changing conditions. With open minds, faculty members must be constantly on the alert to retain what is best in traditional education, and at the same time to introduce what is suited to present needs."<sup>12</sup> At the end of its first 4 years

<sup>12</sup> *Philosophy and Objectives of the Christian Life Program*. Archbishop Williams High School, Braintree, Mass. April 1953. p. 24.



this high school sent a large number of graduates on to college. Twelve of these received scholarships as a result of their success in competitive examinations. All have been reported as doing well in college, which is an indication that the Life Adjustment program has not interfered with scholarship.

*The Archdiocese of Milwaukee.*—Milwaukee did not set up a new committee on curriculum revision when it began the study of the life adjustment movement. It already had a permanent committee of supervisors which continues to function in the work of high-school curriculum reorganization. To satisfy those who were skeptical about the term "life adjustment" the superintendent of schools recommended a reexamination of attitudes toward the dignity of the individual. He pointed out that if youth are to be prepared adequately for life in this world and in the next, it is necessary for us to integrate their lives so completely that there will be unity of their school and post-school life in all the essentials of Christian social living. To do this he undertook to bring all educators in the diocese to an understanding that their work is not solely that of educating for academic achievement, but also for life in society. Work conferences were organized at quarterly intervals in 1950 and have been going ever since. Participants have been selected from different groups of personnel in the schools.

The first consisted of all high-school principals and their assistants. Later there was a work conference for teachers of social studies, which was considered a basic field of operation in the classroom. One conference included teachers of freshmen classes. An outstandingly successful work conference was carried on in conjunction with the diocesan home and school associations and aimed to bring parents to an understanding of the needs and the goals. Another conference brought together the high-school principals and the heads of departments from three Catholic colleges in the city. One of the most vital of the conferences was arranged jointly by the Catholic and public-school educators in the Milwaukee area.

Simultaneous with these group conferences has been the work of diocesan committees in preparing materials for classroom use. The most nearly complete of these has been the so-called Christian Family Living Program, which is based on the problems of youth at different ages and which is intended as a 4-year requirement from all pupils. These materials have been subject to trial and revision, and new ones are being developed constantly.

*Further diocesan developments.*—The program in Boston and Milwaukee have been diocesan wide and aim at the continuous development and perfection of high-school curriculums. A number of reports from other dioceses also name diocesan or statewide committees which exist to accelerate improvements in secondary education for all youth. Each possesses some distinguishing feature worthy of note.

For example, there is an apparent trend for several dioceses to work cooperatively on either a State or regional basis. Among these are the



dioceses of Los Angeles, San Diego, and San Francisco, which have pooled resources through the establishment of the California Catholic Secondary Association. Out of this group has come the highly effective Christian Family Living Movement. The dioceses of Minnesota—Crookston, Duluth, St. Cloud, and St. Paul—have formed the Minnesota Secondary School Association, which has been responsible for the workshops in secondary education at St. Thomas College. Similarly the dioceses of Albany, Buffalo, Ogdensburg, Rochester, and Syracuse have brought together the northern part of New York State through the activities of the New York Curriculum Committee. Workshops have been carried on at Cliff Haven for several summers past, and give hope of significant work in curriculum reconstruction. The dioceses of Iowa have formed the Interdiocesan Committee on High School Science, which has been most successful in reorganizing science courses for the rural areas served by most of the schools. Where it is not possible for the individual school to offer adequate courses in science, home arts, and shop, the committee has encouraged enrollment of students in neighboring public schools, allowing, of course, full credit for such work. Both pupils and society are benefiting greatly. Regional cooperation is best illustrated by the dioceses of Mobile, Ala.; St. Augustine, Fla.; and Atlanta, Ga.; which have begun the study of high-school problems through summer workshops. These groups have produced a handbook of procedures and are aiming to study all subject fields.

St. Louis is distinguished for its work in building guidance programs which will operate to the benefit of every student. Not only has it oriented teachers through a series of workshops at varying intervals, but the diocese has also published a handbook of guidance for use in home rooms in all high schools. Committees have been largely responsible for changing concepts of secondary education, with the result that new schools are built on a philosophy of education for all youth to the end that both plant and program make objectives possible of attainment.

Brooklyn has accomplished construction of many new courses of study, and is making use of the best techniques available in the modern educational scene. The High School Curriculum Committee has met weekly for 2 years. It has staged a campaign against school dropouts and has stimulated the establishment of courses in general shop and homemaking.

Other dioceses which report permanent committees are the following: Washington, D. C., working particularly for better articulation between elementary and secondary school courses; Scranton, Pa., which has worked for the cooperation of local colleges in the study of high-school improvement; and New Orleans, La., which has started study groups in every high school in the diocese as the foundation for systematic curriculum revision.

### *The Future*

Speaking in Kansas City in 1952, the Rev. E. J. Goebel said: "It is time for us to lift our sights from subject-matter mastery to the importance



of teaching all the students how to live. It is time for us to recognize more fully the life needs of the individual and to bridge the gap between credit education and education for life. The time is ripe for an unbiased appraisal of our high-school curriculum in terms of its worth to the individual. Now is the time to breathe new life into the aged body of our secondary curriculum so that it will flex to meet the life needs of the individual. We must be aware as never before, that the bog-down of youth in society today is due in a large part to the lack of realistic education for citizenship, home and family living, work, and recreation."<sup>14</sup>

This statement of the problems of many Catholic high schools, by a leader in the field, could also apply to the inadequacy of the programs of many of the public secondary schools. It reflects the spirit shown by the diocesan educators who have recognized the shortcomings and who have cooperated with the Life Adjustment Education Commission in its efforts to make the secondary program more functional.

Probably more than any other movement in American education, life adjustment education has enlisted Catholic educators and public-school educators in a common cause. The earnest and interested participation in numbers of the conferences described above has been mutually beneficial.

Sister Mary Janet, a member of both Commissions, has said that attempts which have been made and which have been reported are the results of three major factors—growing attendance, psychological advance, and life needs. She continues with a hopeful note: "To all who see the vision of guiding youth effectively toward the Christian and democratic ideal in these critical times, the prospect is not only interesting, but exciting; the opportunity to participate not only a possibility but an obligation."<sup>15</sup>

### Conclusion

As long as the Catholic high schools were largely concerned with furnishing graduates for the colleges, it was a comparatively easy matter to determine the type of experiences that would serve the needs of the secondary student. The curriculum could be truly secondary—secondary to that of the college. When, however, the great mass of Catholic youth entered the high schools, many of whom did not intend to prepare for the university, a very different situation arose. These students needed experiences that would make a maximum contribution toward building functional understandings, attitudes, and habits in the five major areas identified by leaders in these schools—home, parish, civic community, work, recreation. In order more fully to achieve the desired changes it will be necessary to keep constantly in mind the fact that a "broad education should be deeply immersed in its own time if it is to escape futility and sterility."<sup>16</sup> The achievement

<sup>14</sup> Goebel, Rev. Edmund J. *Proceedings and Addresses*. Forty-ninth Annual Meeting, National Catholic Educational Association, August 1952. p. 350.

<sup>15</sup> Sister Mary Janet, *op. cit.* p. 9.

<sup>16</sup> *Op. cit.*, p. 9



of that objective was comparatively simple in an agricultural economy. The local community had everything that was required for the full life. Life adjustment was comparatively easy. The prevailing mores set the pattern of conduct. Daily chores of home and farm provided many practical experiences. Working along with parents gave meaning and skills in the field of work. The problem of life education left to the schools was a relatively simple one. This ideal condition changed within a couple of generations.

Developments in science and technology came along and provided means of rapid communication and transportation; employment was concentrated in urban centers, and farms were mechanized. The boundaries of the local community were erased, homes went to the suburbs, and recreation was available miles from home among strangers and at commercial centers. Public, private, and Catholic schools found then that it was necessary to assume many responsibilities formerly carried on entirely by the home and the community, and new types of education became necessary to fill the gap in that kind of environment. Closer cooperation was needed between the schools and the older social institutions.

The Catholic schools which have reported show healthy growth in every area except that of trade and industrial vocational education. Even here, there is a trend toward the acceptance of industrial arts programs by private and Catholic schools.<sup>17</sup> Brother George states that several new Catholic high schools now being built provide more industrial arts shops, and indicates that both sisters and brothers have studied industrial arts education at an Indiana college and at other teacher-training institutions.

Thus as the Catholic secondary schools increase in enrollment, especially as they undertake to meet the educational and training needs of all Catholic youth in those dioceses which are largely industrial or commercial, they will inevitably be confronted more and more with the demand for occupational or terminal training for juniors and seniors. It is probable in view of activities going on to meet so many other needs, that this one also will be met in its turn.

### EMPHASIS ON DROPOUT AND HOLDING-POWER STUDIES

It is one thing for a high-school staff to write into its philosophy the goal of educating *all* youth of high-school age in the community; it is quite another to do something about accomplishing this goal. Many schools have in recent years gone into this problem intensively, both to reveal the facts and to determine what can be done to serve better the type of youth who now tend to drop out at the earliest opportunity.

In this section of the report, efforts will be made to summarize the basic facts relating to high-school dropouts and to describe in some detail the plans

<sup>17</sup> Tilley, Brother George, C. S. C. Industrial Arts in Parochial Schools. *Indiana Industrial Education Bulletin*, July 15, 1953.



adopted to improve the holding power of the school. Many studies in this field have been produced during the period from 1950 to the present. A selected list of these is included in the Appendix, each item being given a specific number. They will be cited in parentheses as this part of the report develops.

*A national view of school retention.*—The Office of Education has for many years gathered and published statistics to show the percentages of pupils enrolled in the fifth grade in the public and nonpublic schools who were retained to the various grade levels, and who eventually graduated from high school (see table 2). A quick review of these data presented first by decades and then projected by individual years for the period in question reveals certain significant facts. The most impressive fact is that the proportion of youth remaining in the high schools to graduation has almost doubled during the 20 years from 1932 to 1951. The problems confronting the high schools which grew out of the tremendous changes shown by these statistics are at the very heart of life adjustment education. The number of pupils dropping out of school and the trends in holding power revealed by these statistics for the Nation as a whole are borne out and clothed with reality by the detailed studies in many State and local situations.

Table 2. Percentages of pupils continuing from grade 5 to high-school graduation 7 years later, by year indicated (actual figures through 1950—estimates thereafter)

Grade	PERCENT OF PUPILS, BY YEAR ENTERING FIFTH GRADE						
	1923-24 <sup>1</sup>	1932-33	1942-43	1943-44	1944-45	1945-46	1946-47
	2	3	4	5	6	7	8
<i>Elementary schools</i>							
Fifth.....	100	100	100	100	100	100	100
Sixth.....	89	98	95	97	95	96	96
Seventh.....	78	89	91	91	98	94	95
Eighth.....	72	83	85	87	86	86	92
	PERCENT OF PUPILS, BY YEAR ENTERING NINTH GRADE						
	1927-28	1936-37	1946-47	1947-48	1948-49	1949-50	1950-51
<i>High school</i>							
Ninth.....	58	79	81	88	85	87	89
Tenth.....	44	66	71	75	75	78	80
Eleventh.....	35	57	60	63	64	67	69
Twelfth.....	31	51	53	55	57	60	62
Graduates.....	27	45	51	53	54	57	59
	YEAR GRADUATING						
	1931	1940	1950	1951	1952	1953	1954

<sup>1</sup> Year closest to 1922-23 for which data are available.

<sup>2</sup> Projected from partial data available.



*Statewide studies.*—In recent years many statewide studies of school-leavers have been made (see references 4 to 17).<sup>18</sup> These have been concerned with much more than the bare facts on how many youth are retained to the various grade levels. The aims of these studies were to discover the true reasons why pupils leave school, to evaluate the effectiveness of the schools as indicated by the accomplishments and pursuits of its former students, to aid local schools in determining what courses and other activities most nearly meet youth needs, and to provide statewide data on administrative pupil personnel practices developed by the schools within the States making such studies. Data pertaining to the dropout situation were derived through a variety of techniques, such as, parent and pupil opinion polls, followup studies of employment status and experiences, the analysis of data on the success of students in college and other post-high-school education, and employer-rating polls.

In the different States, considerable similarity was found in the reasons given by youth for dropping out of school. In order of frequency these were: Preferred work to school, was not interested in school work, could not learn and was discouraged, was failing and did not want to repeat the grade, disliked a certain teacher, disliked a certain subject, could learn more out of school than in. Some reported the need of more money to buy clothes, to help at home, or to spend for general purposes. Others cited such personal reasons as ill health, friends left schools, or parents wanted them to work.

Changes in high-school curriculums and services suggested by the pupils were also similar in various situations studied. They frequently suggested providing: work experience, specific vocational instruction, more guidance services, more personal contacts with teachers, more participation in school activities, greater opportunity to change courses, smaller classes with more individual instruction, and greater flexibility in transferring to other schools.

*Studies on the local level.*—An even greater number of dropouts and holding-power studies have been made on the local level. In these, greater attention was given to the development of evidence that various changes in the school program and practices did affect school leaving and retention. A brief analysis of these studies will illustrate the facts revealed. It is of some significance that local school systems which have made definite improvements in holding power through changes in the school program have usually approached their problem by the appointment of a selected committee of staff members working under the leadership of one person appointed to the task by the superintendent of schools (see studies 18-24). Studies made in Detroit (19-b) and Grand Rapids, Mich. (20), and in Evansville, Ind. (18), are among the most comprehensive in the analyses made of the retention statistics and the causes for dropping out of school.

<sup>18</sup> This reference and those following in parentheses are to "Some Publications on Dropouts and Holding Power," p. 105.



***Detroit, Mich.***

In the Detroit public-school system, 622 dropouts (311 boys and 311 girls) were interviewed individually by qualified school personnel to determine the causes for dropping out of school. The relationships between factors causing early school-leaving were computed by using chi-square. Those factors that hold pupils to a higher grade were considered as having holding power and those factors that hasten the pupil's leaving at an earlier grade were considered to be factors of hastening power. As a result of this study 12 "holding power factors" related to a clearly defined criterion and 7 "hastening power factors" related to the same criterion were identified.

***Grand Rapids, Mich.***

The Grand Rapids Study was limited to youth attending the public high schools. It was found (1) that the five senior high schools of this city had "a gross holding power" of about 65 percent—35 percent leave school between the tenth grade and graduation; (2) that there were a great many variations among the schools in holding power; (3) that the schools showing either higher or lower holding power 1 year made a similar record the next year; (4) that a considerable number of dropouts also occurred in the junior high-school grades, especially among retarded and similar types of boys and girls; (5) that pupils dropped out to get away from school requirements and conditions, and not to go toward good available jobs outside of the school; (6) that the dropout rates were much higher certain times of the year than at others—the peaks being late in March and early April and late in October and early November.

While the Grand Rapids Study identified 22 different characteristics to describe what the dropouts were like, their findings may be summarized as follows: Youth dropping out of school came disproportionately from impoverished neighborhoods; from retarded and low I. Q. groups; from emotional deviates and disturbed homes; from families moving about; and from those who disliked either a teacher or the entire school. Those who tended to stay in school were summarized as those with higher I. Q.'s, those who were able to get along with the teachers, those from families who were interested in the schools, and those who more readily formed friendships with other pupils. These findings were similar to those revealed in other studies rather than new.

The major concern of the Grand Rapids Committee was to determine what the schools could do to remedy the existing dropout conditions. Specific recommendations were made to improve educational practices at all three levels—elementary, junior high, and senior high schools. A few examples of the recommendations which were put into practice at each level are given:



*Elementary schools.*—Some schools included in their orientation programs a preschool roundup in the spring, during which parents and children met PTA members, visited the kindergarten, and toured the building. A further step to improve orientation was a plan which staggered the enrollments in September.

It was found that negative attitudes toward reading, and toward the many other subjects dependent upon that skill, often resulted from the assumption that all children are ready to read in the first grade. As a result, experimentation with a prolonged reading readiness program was installed in a few schools. The remedial reading program for elementary schools through clinical treatment and teacher supervision is now in its fifth year.

When it was discovered that half of the potential dropouts came to school without breakfast, a few teachers tried having the children prepare and serve breakfast every day. This met a basic food need and also produced satisfying learning experience.

An in-service education program for teachers conducted in each elementary school under the supervision of the principal, considered various ways to improve holding power. They found that extensive nonpromotion discouraged pupil interest while yearly promotion increased interest in school. They experimented with seating for social purposes, play therapy, behavior recording, case conferences, sociometrics, and parent reporting. They improved their methods of teaching impoverished children through more home visits, planned trips, out-of-door activities, and the development of group projects. They gave more emphasis to recognizing differences in pupil abilities and interests, to studying problems of human relations, to developing friendships, and to working with parents.

The committee also gave attention to hiring teachers with varying geographic and economic backgrounds, to increasing the number of competent men in the elementary schools, and to making the jobs of all of them more satisfying.

*Junior high schools.*—On this level, attention was given to increasing extra-class activities. Guidance and counseling were improved by inviting the new seventh-grade children and their parents to social gatherings early in the fall, and by planning additional social activities for the girls in each grade. Parent teams were organized to help with long-time counseling programs.

One of the most persistent interests of the potential dropout among boys of the ninth grade was the automobile. To improve holding power—and as a partial answer to driver education—it was decided to begin auto-repair shop work in the ninth and tenth grades. Greater flexibility of scheduling was arranged so that some of the more active youngsters could double up in art, music, speech, and shop.

Marking and evaluation reports included self, parent, and peer, as well as teacher gradings. Self-evaluation was stressed especially in ninth-grade civics and again in eleventh-grade English.



Because so many retarded potential dropouts become 16 during the summer after the ninth grade, and since early leavers had more of a tendency to spend unplanned summers than did school-oriented youth, teachers made special efforts to help pupils plan for summer activities.

*Senior high schools.*—On this level graduation requirements were altered to meet the flexible spirit of the Michigan College-Agreement Program. Irregular schedules were tailored to fit those who were tempted to quit school. Arrangements were made for certain groups of pupils to meet diploma requirements with something less than the formal credit requirements of the traditional sequences.

Special social activities and civic responsibilities were planned for the nonparticipating and socially nonaccepted girls and boys. Careful management of friendships and status activities were found to be helpful in holding many of these in school.

A more intensified system of followup of dropouts is being made, not only to find facts, but to give service to the school-leaver. One of the best bases for followup was a strong friendship between pupil and teacher in school. In fact, it was observed that many pupils voluntarily returned to school when some staff member continued to show interest in them. To facilitate such continued interest, those who were inclined to leave full-time school were encouraged to remain in school on a part-time day schedule or to attend evening school.

The Grand Rapids Committee produced some evidence to show the effectiveness of the various measures, adopted during the last 6 years, to improve holding power in their schools. The greatest and most consistent increases were found to have taken place in grades 12, 10, and 7. It was recognized that because of the cumulative effects of these measures, most of the benefits will come in the future. The value of this study lies in the information it reveals and in the new ideas and procedures developed. Much useful data and many lines of attack grew out of the study which are not here detailed.

#### *Evansville, Ind.*

This study discovered that among those who dropped out of high school during the first semester of the school year 1952-53, 62 percent had I. Q.'s below 96, 53.5 percent were retarded 1 year or more in reading, 41.5 percent came from "weak" homes, 21.2 percent came from broken homes, 60 percent had changed schools a number of times, 76 percent were chronic attendance problems, 56 percent were often on the failure list, 65 percent did not participate in extracurricular activities, 39 percent were listed as behavior problems, and 52 percent as socially maladjusted.

The 217 persons who dropped out gave the following reasons for leaving: Money was badly needed, 69; was discouraged, 89; disliked certain subjects, 69; disliked certain teachers, 28. Of the 98 girls who dropped out, 45 had either married or anticipated marriage; 39 saw no sense of continuing in



school; and 25 reported ill health on the part of themselves or members of their family.

Evansville carried on many systematic and successful efforts to reduce early school-leaving. For the large group of students who came from families of the lower-income brackets and had difficulty staying in school because of their financial obligations, the "hidden tuition costs" in the high schools were cut to the lowest point possible in the operation of the school program. For example, the high costs formerly connected with graduation were greatly reduced through the abolition of the school yearbook and many expenses connected with graduation.

All freshmen students entering the high schools were given a battery of tests to determine scholastic aptitude and grade-level achievement in reading and in arithmetic. In many cases, it was found that a regular school program did not serve the best interests or meet the needs of certain individuals. If the interview of the counselor and the past grades of the students confirmed the conclusion of the tests, then such students were rated as "exceptional" and assigned under a special schedule to teachers with experience in handling individual cases such as theirs.

Conflicts in the home often resulted in emotional flareups in school. If this situation prevailed over a period of time, an antisocial attitude was built up in the child and sooner or later he faced the juvenile court. In order to diagnose the trouble properly, parents were interviewed by some member of the high-school staff—the counselor, the dean, his adviser, or attendance worker. In order to resolve a delicate family situation, it often became necessary to call in a minister, one of the social agencies, or even the juvenile court.

The counseling staff in each of the high schools developed a well-planned program of orientation, which started with a visit to the elementary schools to introduce the high-school program and practices to the eighth-graders and parents, and continued to operate in various forms in the freshmen home-rooms, classrooms, and assemblies throughout the year. Every effort was made to help new students understand the high school and feel that they were welcome there.

The counselors kept close watch over the academic progress of all students, but they watched especially the freshmen who had difficulties during the first grading period. Many misguided students were asked to change their programs and take subjects for which they were better suited. Staff members were cautioned against their inclinations to direct students into their own subjects, rather than those which more nearly conformed to the abilities, interests, and needs of the students.

In Evansville, it is reported that the percentages of entering ninth-grade pupils who have been graduated from high school in recent years is as follows: 1950, 64.1 percent; 1951, 67.8 percent; and 1952, 70.8 percent.



### *Summary of Holding Power Studies*

The causes of high-school holding power and early school-leaving are obviously complex. They involve much more than the curriculum and the other activities of a given school and the changes they produce. The various studies show that the dropout problem begins with the original school entrance of the child, and that it involves both the home and the community as well as the school. Parental and teacher attitudes are quite as important as the action programs of the school and community; and the climate of friendliness developed between pupil and pupil, and between pupil and staff, by the administrative and personnel practices of a school are also of great significance in improving holding power.



## An Analysis and A Look Ahead, 1954-64

### FORCES MOLDING UNIVERSAL SECONDARY EDUCATION

SINCE the decade of the 1930's secondary school teachers and principals have been trying to carry out a mandate given to them by the machine age which does not need the labor of youth. There was no place to look for a model. For the first time in human history the period of youth had been added to that of childhood as a time available for growth, for self-improvement, and for self-realization through education. In the annals of educational history the United States is the first country to add universal secondary education to the established program of universal elementary education. The United States, Canada, Japan, and the countries of Western Europe had made universal elementary education a fact during the 19th century. The years of schooling required had been extended during that century until the school-leaving age had advanced to the age of 13 or 14. Beyond that age, education in Europe was a privilege to be won by the gifted in competitions for scholarships, and in America by a process of surviving successive years of academic study and examination. The goals were the same: to select youth with intellectual talents and aspirations from the mass of the population, and through academic study prepare them for college and university work. The American school had been expanded by the addition of vocational education, and the foundation laid for the future comprehensive high school with varied academic-vocational programs within the same institution. Each decade from 1890 to 1940 had seen secondary school enrollment doubled.

During the 1930's widespread unemployment accelerated the movement to provide secondary education for all American youth. Public opinion was crystallized in favor of universal secondary education by the realization that most youth faced the choice of either 4 years of high school or 4 years of idleness. The old argument that many youth could not profit from a high-school education, lost its force when the alternative was aimless loafing. New ideas followed rapidly. It was agreed that all youth might not profit from a program of academic studies nor find employment through the skilled trades' courses taught in high school. But why continue to confine the secondary program to these two areas? The answers favored a broader curriculum, but neither the ideas nor the means were immediately available to bring it about.

Increased secondary school enrollment was the result of suasion and free election rather than compulsion. Four States required attendance until the age of 18, but 16 years remained the common legal school-leaving age.



There was some reluctance to pass legislation compelling all unemployed youth under the age of 18 to attend school. The general view prevailed that the new need for longer school attendance might be temporary and should be met by persuasion rather than by law. Without legal compulsion, approximately 46 percent of youth aged 18 graduated from high schools in the year 1941.

The situation changed with the wartime mobilization, and high-school graduation fell to 40 percent in 1945. The drop in enrollment figures, however, was generally recognized as a temporary expedient to meet a wartime emergency. It was not the current view of full employment in a war economy, but the vivid memories of youth unemployment during the depression that colored the forward look to peacetime conversion. Moreover, in a period of full employment during wartime, a decrease of only 6 percent in the number of high-school graduates pointed to the fact that 40 percent represented a new minimum of pupils who could be expected to finish high school even when patriotic incentives and the pulling power of the highest wages in economic history furnished alternatives to school attendance. The end of the war confirmed the view that universal secondary schooling was here to stay, and by 1948 the back-to-school sentiments of youth, parents, and the general public, had restored high-school attendance to prewar levels.

Contrary to the wartime predictions of many economists, the postwar period from 1945-50 was characterized by full employment of a national labor force of 60,000,000. In 1 year only, 1949, did the number of unemployed rise much beyond 3,000,000. Many labor economists pointed out that since 5 percent of the total labor force might be unemployed at any given time because of seasonal changes in labor requirements, technological changes in industry, and similar factors, full employment had been achieved when 95 percent of the labor force were working. At the same time, 72 percent of the youth of high-school age were in school, and 50 percent were graduating from high school.

The wisdom of a program which encouraged youth under 18 to remain in school was confirmed by the experience of the era of full employment, 1945-52. Many of the barriers to youth employment erected in the 1930's continued to stand: The Fair Labor Standards Act required a minimum age of 16 for workers engaged in interstate commerce; State child-labor laws limited the full-time employment of youth under 16 when schools were in session; union regulations frequently put the minimum age for membership at 18 and above; for employment in industry where the work was heavy or dangerous a minimum age of 18 was required.

Youth surveys revealed that workers under 18 were employed in three types of jobs: part-time, seasonal, and full-time jobs not covered by public or union regulations. Such jobs were frequently characterized by longer hours, lower pay, fewer safeguards for health and safety than for adult employment, and a blind-alley future. Furthermore, youth was meeting more



competition for such jobs from another increasingly large group of marginal workers, the aging. The conclusion at midcentury was that technology had created mass production industries which had little use for workers under 18 and was rapidly creating mechanized farms where child labor was less valuable than in former years. At the same time, a society based on technology was demanding an increase in the general educational level of the population to perform the essential functions of workers, consumers, and citizens. The demand for more education was apparent and the time for it was now available. What kind of education it should be was a question which was still only partially answered.

The period 1940-53 offered the secondary schools an opportunity to revise curricula, modify administrative practices, and improve teaching methods. The low birth rate of the 1930's brought a drop in the total secondary-school enrollment after 1944. Except in rapidly growing communities, there was no overcrowding; and after the war there was no serious shortage of secondary-school teachers. Except for the war years, the teacher load was not so heavy as it had been during the 1930's, and, in general, conditions looked favorable for experimentation and the development of a new kind of secondary education. However, reports from curriculum specialists indicate that less experimentation was carried on during this period than in the crowded days of the 1930's. A number of explanations for the apparent decline of experimentation may be offered: (1) The secondary schools were under no great pressure to change. An increasing number of pupils were satisfied with the modified academic and vocational programs which the school offered. The discontented could find jobs and leave school at the age of 16. (2) What experimentation did take place tended to be concentrated in grades 7, 8, and 9. Here requirements were modified; new courses were added or existing courses were enriched in health, orientation to school and community life, industrial arts, homemaking, art, music, general mathematics, and personal and social problems. The core programs made some progress in the junior high schools. While guidance services were primarily concerned with individuals, their growth also modified curricula, method, and administrative practice. More effort was made to use the findings of school experimentation conducted during the 1930's with youth below the age of 16, or in the tenth grade, than in the last 2 years of the secondary school. (3) Two major problems which faced the educational authorities during the period were: (a) operating schools under wartime conditions, 1941-45; and (b) providing teachers and buildings for a rapidly expanding elementary school population, 1946-53.

Because these problems were immediate and urgent, they were given a high priority and the revision of the secondary-school program was postponed. The fact that the problem of providing an education suitable for all youth had temporarily lost its priority did not mean that it had been solved. The fundamental importance was not diminished, and its urgency



was bound to reappear. It would almost certainly reappear when the effects of the high birth rate of the 1940's began to be felt in the high schools. Since the national birth rate rose after 1936 and in 1941 exceeded that of any year since 1929, the increased enrollment will enter grade 9 in 1954. Each community, by looking at its elementary-school enrollment in grades 1 through 8, can predict the future enrollment for 8 years. The 3,700,000 births in 1947 was a new high, and after that date until 1953 the number of births was not dropped below 3,500,000. The fact that there will be an increasing number of pupils in secondary schools between 1953 and 1961 is now evident. If the secondary schools continue to enroll 72 percent of the youth of secondary-school age, then in 1961 slightly more than 10,000,000 pupils will be in high school.

Two additional factors also have tended to increase secondary-school enrollment: (1) Many Southern States have expanded their traditional 11-year systems to 12-year; and (2) Negro youth are attending secondary schools in increasing numbers.

Predictions made on the assumption that the holding power of the secondary school will remain at 72 percent of the total secondary school age group are conservative. The long-time trend in American life is for each generation of parents to want more years of schooling for their children than the parents completed. The average grade completed by soldiers in World War I was the sixth; the average for soldiers in World War II was tenth grade. In 1950, Americans in their 20's averaged 12 years of schooling. If this trend continues, the percentage attending may exceed 72 percent. In addition, there are the unpredictable employment opportunities for youth in the period from 1953-65. Few can foresee how opportunities for youth employment can rise above the full-employment period of 1945-53, but employment opportunities may easily diminish. Increases in youth unemployment may increase school enrollment in the 16 to 18 age group. Enrollment may also be increased by a broader program of secondary education. All three factors—the demand for more years of schooling, decreased opportunity for youth employment, and a secondary school program which challenges all youth—may combine to increase school holding power to 90 percent of the adolescent population 14 to 18 years of age.

### ***Efforts To Improve Practices***

During the 1930's, a number of experiments and investigations were carried on which were designed to modify existing programs and practices in secondary schools. It was expected that these studies would point the way to widespread changes which would bring into existence a secondary school where all youth could profitably carry out 4 years of education. The experiments did modify the programs in many schools. One reason that they were far less effective than their sponsors had hoped may have been because of the chronology of world events. Many of the publications



setting forth the findings were published in the early 1940's and were put aside by schools that were busy adjusting to wartime conditions. By 1946 many of the reports had been forgotten. With the return of smaller enrollments and adequate teaching staffs, faculties in secondary schools were glad to forget the problems of the 1930's. A simple excuse often given for ignoring the reports was that the school experiments and youth surveys had been made during the period of widespread depression, and the conclusions were not considered by some to be valid for "normal" times. The neglect, however, was not universal; and many modifications in secondary schools may be traced to the recommendations made by the experimenters. This body of educational literature has not yet made the contribution to educational policy-making of which it is capable, and a long step could be taken toward improving universal secondary education in the future if these reports were widely read and critically studied. A list of important studies and reports appears in the Appendix of this report. A brief summary of some of these experiments follows:

1. *The Eight-Year Study, 1933-41.*—The issue involved in this study was the relationship of high-school and college programs. Most colleges had insisted on a pattern of high-school academic courses as a preparation for college work. In small high schools unable to teach a large number of subjects, the courses required for college entrance became the total school offering. The question often raised by secondary education leaders was: "Does college success depend on mastering certain courses or upon general knowledge, skills, and attitudes?" If the answer favored the latter, it would be possible to develop this body of knowledge, the skills, and the attitudes in a wide variety of ways. Courses which had more relation to life might help prepare secondary pupils for both college and living at the same time.

Thirty secondary schools entered the experiment under an agreement with certain colleges to admit those graduates recommended by the secondary school. During the study, graduates of the experimental schools were matched in college with students who had completed prescribed college-preparatory courses. The tests given to both groups of students showed no significant differences in the quality of their academic college work.

The results of this experiment caused some colleges to modify their entrance requirements and examinations, and some secondary schools were encouraged to develop programs in which pupils could study problems significant in their lives and in the society in which they lived. These programs demonstrated that ability in reading, ways of organizing and presenting ideas, skill in critical thinking, and awareness of the social needs of the community could be developed, and would contribute both to college success and effective participation in the society in which students were growing up.

New tests were needed to measure general achievement, skills, appreciations, and attitudes. The evaluation staff of the Eight-Year Study made an



important contribution to the development of tests in these areas. The exigencies of the 1945-46 postwar period further stimulated this testing program, as the tests for general educational development were prepared to help colleges place the large enrollment of veterans. College entrance examinations were modified as a result of the experiment and of the new testing movement which it had stimulated.

The influence of the Eight Year Study on the secondary school curriculum was less than the sponsors of the study had hoped. New functional courses did not rise to replace the traditional studies. Although modifications were sometimes made in old courses, and new teaching methods were occasionally adopted, the spirit of the early program outlined by the colleges for the secondary schools could be clearly discerned under the new nomenclature and behind the new activities of the classroom.

2. *The Southern Association Study—Resource Use Education.*—Under the sponsorship of the regional accrediting body, schools in the Southern States embarked upon an experimental program designed to develop more effective educational practices. No specific goals were determined in advance. The general aim was to encourage the gradual evolution of educational programs which would serve the life needs of the peoples in the several communities. Changes were to be encouraged through study and cooperative effort. The schools provided leadership to help communities provide better health services and better recreation, and improve the economic life of the community.

Besides focusing attention on ways of contributing to better community living, four other aspects of school practices were examined: instructional procedures; administrative procedures, evaluation procedures; and relationships between pupils, teachers, and parents.

In many communities the idea of a community school evolved from the experiences of the study. The school provided research services, served as a source of information, and trained pupils and adults in basic skills necessary for new community programs.

The study was conducted in much the same spirit as the movement for Resource Use Education, which was carried on in the same southern region. The use of research to discover new roads to social and economic improvement, the use of the community as a laboratory to try out the new ideas, and the concept of the school as one of the major institutions for encouraging and helping people in the community to work toward a better life—through a full utilization of natural and human resources—these factors mapped new directions for secondary education.

The two movements shared the major aim of the Eight-Year Study. Both groups of experimenters believed that the major outcomes of education, when they were effective, should be recognized in changed pupil behavior. The development of social skills, increased self-reliance, personal integrity, and other qualities of personality were directly encouraged through educational



experiences, instead of being considered as byproducts or dismissed as the predestined attributes of some mystical individual or of social heritage.

3. *American Youth Commission 1935-42.*—The work of this Commission was valuable for several reasons. In the first place, much of the work was planned and carried out by investigators who had a social work point of view or by educators with a broad social orientation. The method used was the interview, and the people interviewed were high-school youth who had graduated and youth who had dropped from high school. The question which this group tried to answer later became the title of one of its reports, *How Fare American Youth?*<sup>1</sup> The answers of the youth themselves indicated that in many cases they felt that they were not faring well. They were unemployed, and the schools they had attended had equipped them with few vocational skills. In some cases, the vocational skills they had been taught had little relation to the job picture in their communities. They were discouraged about the outlook for marriage and family life. Their education had not been too useful in helping them make an important and confident start as workers, citizens, or family members.

The study underlined the fact that the secondary schools, for the most part, had little comprehension of the needs of all American youth. Teachers, administrators, and professors of education needed much more insight into the complex technological society in which youth were trying to find a place. This seemed to be particularly true for those segments of the youth population in the lower-income groups.

4. *Regents' Inquiry Into the Costs and Character of Education in the State of New York, 1936-37.*—Several volumes were devoted to the report of the Regents' full-scale inventory of secondary education in the State of New York. The findings were in general line with the reports of the American Youth Commission, and the recommended changes were for a more functional type of secondary education.

5. *The results of wartime experimentation in the armed services.*—The stimulation given to tests of general educational development as a part of the armed forces' program has already been mentioned. Many educators had worked in the training and educational programs of the services. They had an opportunity to develop a much larger number and variety of teaching aids than any public-school experiment had been able to afford, and to test their use with larger bodies of students than other experimenters had been able to utilize. The organization of instruction for specific ends, with success in carrying out a job as the final test, was the framework in which the new instructional aids were developed. Many of the educators who helped develop and use the new devices thought their wider use might greatly improve instruction in secondary schools.

<sup>1</sup>Rainey, Homer P., et al. *How Fare American Youth?* A report of the American Youth Commission of the American Council on Education. New York, Appleton-Century Co., 1937. 186 p.



Although few educators needed to be told that motivation aided the effectiveness of instruction, the success of the Air Force's pilot-training program and the technical training programs provided dramatic evidence of the importance of motivation.

The language-area study programs provided a model of integrated education at the college level which future experimenters might draw up for secondary school use.

## INVESTIGATIONS AND EXPERIMENTS OUTSIDE THE SCHOOL FIELD

In addition to school-centered experimentation and investigation, movements outside the school field contributed important ideas for a new program of universal secondary education.

1. The problem of providing education and employment opportunities for unemployed youth during the depression years led to two programs carried on with Government funds and planned and directed by the Federal Government. The National Youth Administration and the Civilian Conservation Corps were innovations which attempted to utilize the energies of youth in larger scale activities and experiences than the schools had been able to provide. Between schooling and employment the gap had been too wide for the schools to bridge in an emergency. Many ideas were developed which the schools might use to bring education and work closer together in times of fuller employment.
2. The 1930's witnessed a popular interest in sociology. The Lynd survey of *Middletown*<sup>1</sup> was followed by the research of the Warner group<sup>2</sup> and from these studies came new insight into the structure of society. Class divisions and groups could be identified in the local community. Hollingshead in *Elmtown's Youth*<sup>3</sup> described the local high school in the sociologically viewed community. These studies indicated that the American society in which youth was trying to find a place was in a process of adjustment and change. That many communities had social situations which were indefensible if not intolerable was a further conclusion of many sociologists. It was not always a question of youth adjusting to society—there were some adjustments that society could make to smooth the path for youth adjustment and improve the quality of community living in the process.
3. In the course of the 1930's, psychology had shifted its studies from the mental life of the individual and his specific behavior to the total behavior of the individual. Studies include both the inner and social experiences of the indi-

<sup>1</sup> Lynd, Robert S., and Lynd, Helen M. *Middletown*. New York, Harcourt, Brace & Co., 1929.

——— *Middletown in Transition*. New York, Harcourt, Brace & Co., 1937.

<sup>2</sup> Warner, William Lloyd. *What You Should Know About Social Classes*. Chicago, Science Research Associates, 1953.

——— *Social Life of a Modern Community*. New Haven, Yale University Press, 1941.

——— *Status System of a Modern Community*. New Haven, Yale University Press, 1941.

——— *Democracy in Jonesville*. New York, Harper & Bros., 1949.

<sup>3</sup> Hollingshead, August. *Elmtown's Youth*. New York, John Wiley & Sons, 1949.



vidual. It became evident that an interdisciplinary approach was needed for these investigations. Biological scientists, doctors, psychiatrists, and social scientists—particularly from the growing disciplines of social psychology and anthropology—made contributions. Laboratory research, clinical experience, and fact-finding studies in community surveys furnished data for a deeper and broader understanding of the development of personality in children and youth.

### *Some Conclusions*

From a busy decade of study and experimentation the educational leaders were able to draw certain tentative conclusions about the program of universal secondary education which was emerging.

1. The secondary school program was not meeting the need of all youth. However, there was a feeling that a new program could be designed which would prepare youth for college as successfully as the traditional academic program. The new program would aim to provide experiences for all youth from which he might learn to live with greater happiness and effectiveness in a free society. The new psychology had suggested certain guide lines for program planners. The ideas of orientation to a changing society, the importance of maturation, and the emphasis on a purpose in learning—clear to the learner—were beginning to be used as criteria for judging proposed programs.
2. The secondary school had not come to grips with real problems of living—in school, in family, or in community. Student government needed greater emphasis. Future citizens should have laboratory practice and work experience in the community as well as knowledge of the theory and structure of government. With a view to better use, the economic resources of the community should be better understood. Health must be recognized as a community as well as a personal matter, and recreation as an important contribution both to the life of the individual and to the general cultural life of the community. Secondary schools should give more emphasis to education for home and family living, making it available to all girls and also to boys.
3. It was apparent that more insight into the problems, needs, interests, motivations, and growth processes of pupils was needed by teachers and administrators as well as psychologists. Especially needed was a better understanding of human behavior in oneself and others in face-to-face relationships. The investigations and experiments had revealed the fact that individual differences were much greater than the visible physical differences and the measurable mental differences of which the schools were somewhat cognizant. The studies of emotional life had discovered that many physical problems were psychosomatic, and that the emotional development of youth was an important and generally neglected phase of education. When the total personality of each individual began to receive consideration, individual differences were seen to be almost infinite.
4. Sociologists, anthropologists, and social psychologists had pointed out the need for a greater perception into the structure and working of community life. Outside investigators were able to discover examples of cruelty, injustice, preventable illness, crippling prejudice, and many other maladjustments about which teachers and administrators with long experience in the community were unaware. The schools in some communities were attempting to educate youth for living in a pattern of social and economic life which had been gradually disappearing from the community and had completely disappeared in more progressive communities.



## THE TASK OF CLOSING THE GAP BETWEEN THEORY AND PRACTICE

Even without the interruption of a world war, there would have been a long, hard task of translating the findings of these and other studies into a working program for the secondary schools. In the first place, there was a staggering job of learning, to be undertaken by teachers and administrators. The future program seemed to demand a teacher in each classroom, laboratory, and shop who would be a combination psychiatrist, social scientist, scientist, and an individual of considerable culture who was also a man or woman of action. Some educators were inclined to believe that a blueprint for a Utopian Secondary School had been proposed which could only be operated by teachers of rare genius.

The dual tasks of operating a school and of completely rebuilding the curriculum at the same time, were too large for many schools even to attempt. In the schools involved in the experiment, teachers had: (1) Taught full time, (2) attended staff meetings and planning sessions, and (3) attended summer schools and workshops to master new materials in psychology and the social sciences. It was a large order, and the teacher's reward was seldom more than the personal satisfaction of trying to do a better job.

Against this background of the accumulated and little-utilized results of the experimentation of the 1930's and early 1940's, the Commission on Life Adjustment Education for Youth was launched. The Commission stressed universal secondary education. There was a general feeling that the end of World War II would see a back-to-school movement of youth which would restore the problem of providing education for all youth to its former priority. At the same time the secondary schools were able to drop their wartime activities and turn their attention once more to the persistent problem of providing universal secondary education. Four points were emphasized:

1. Particular attention was directed to the large group of pupils who would not enter college nor take specialized vocational work in secondary school.
2. The Commission encouraged schools to use the results of experimentation which had been so often neglected. It did not undertake the development of another philosophy of secondary education.
3. The program emphasized three areas of pupil adjustment: (a) to work, (b) to home and family living, (c) to citizenship.
4. It was an action program with the major effort directed to encourage secondary schools to examine their individual programs with a view to increasing their effectiveness and holding power.

The impact of the life adjustment education program in the States was discussed in Chapter Two. The movement did not in any way restrict the choice of the secondary schools in their decisions to experiment. However, it did emphasize the problems discussed above. A more complete inventory



of educational change in the secondary school program must include areas not stressed in the life adjustment education program. It must also take into consideration that many other groups were at work during the same period, 1947-53, and were responsible for many changes in opinion and in practice.

### EMERGING DEVELOPMENTS IN SECONDARY EDUCATION

The following developments in secondary education seem to be under way:

1. *The comprehensive high school.*—The handbooks of the comprehensive high school describe course subjects as academic, vocational, and general. The aim is to provide in a single school all the educational needs of all youth in a community. As new courses have been added, old courses dropped, and requirements altered—by a system of trial and error—the comprehensive high school has evolved.

Most comprehensive high schools of today were either college-preparatory or vocational high schools 20 years ago. The "prep" high school has added a full range of vocational courses to the curriculum. At the same time the "tech" high school had added academic courses. Both types of high schools prepare pupils for college, for skilled trades, and for life in a modern community. In some communities the old names remain over the schoolhouse doors but, inside, the pupils pursue about the same comprehensive or, at least, varied programs of studies.

Some appreciation of what the comprehensive high school is like can be gained by taking a look at what it is not. If secondary education in America had followed the pattern of education developed in Western Europe, each community would likely have four types of schools: a classical high school; a high school emphasizing modern language, science, and mathematics; a commercial high school; and a technical high school. Since coeducation would not be tolerated, the community would have separate high schools for boys and girls or a total of eight high schools instead of the four listed. In addition, vocational schools would provide part-time and continuation-school opportunities for youth not in attendance at the other schools. Vocational schools could exist only in large centers of population, and only a small percentage of the total youth group would be enrolled. Small communities would establish boarding schools. In most instances, decisions regarding the type of high school to be attended would be made at the age of 11. This picture of a fragmented educational system can be found in many communities of Western Europe today. In fact, several American cities traveled a long way down the same road before the public demand for democratic schools halted them.

The requirements for graduation from secondary schools outlined by State departments of education make up the required subjects which all pupils must take. These lists of subjects vary in number from 5 to 10



in different schools. English, social studies, mathematics, science, and health make up the basic or minimum list of subjects.

The subjects from which each pupil fills out the remaining 16 units required for graduation are usually elective, and depend upon the school's enrollment and resources, together with the imagination, ingenuity, and zeal for serving youth which characterize the staff. The following subjects: agriculture, trade and industrial courses, commercial courses, home economics, and industrial arts, constitute a great part of the list of electives of the majority of high schools. The nonrequired academic subjects—languages, physical sciences, advanced mathematics—complete nearly all lists. Generally speaking, elective subjects still strongly reflect the fact that American secondary schools were designed originally as college-preparatory schools. It was during the first two decades of the 20th century that their curricula were modified to include commercial and vocational education. Music and the fine arts are contributing an increasing number of courses. Industrial arts courses stress the general outcomes of understanding industrial aspects of our culture, exploration of pupil interest, and craftsmanship, rather than the exact skills of specific trades. Homemaking courses, including all aspects of home management, are supplementing the more specialized courses in foods, clothing, and child development. Other shifts from formally organized subjects to courses built around areas of living can be found in many places in the curriculum. Courses in social studies have included consumer economics, human relations, and citizenship education. English has expanded to include the critical study of mass communications media—public speaking, dramatics, journalism, and other phases of language arts. New courses in orientation to school and community life have been added. In the elective offerings of many schools are courses in personal social living. In some schools few pupils graduate without a course in personal typewriting.

While to many educators the rate of change has seemed discouragingly slow, the quality of the changes which have survived the tests of the proving grounds of use in the daily program has been encouraging. Both staff and public have worked to preserve social unity as an outcome of secondary school experience.

In general, special programs for nonacademic pupils have failed. The life adjustment education movement has drawn criticism for its concern for "the 60 percent" when an incomplete reading of the Prosser Resolution has led some educators to believe that a special program was being planned for youth who were to be labeled as noneducable in already established courses. A balance sheet of educational innovation, however, would show solid and numerous—if not widespread—gains for general education. Generally speaking, it can be said that the innovations have provided wider opportunities for youth, and at the same time have encouraged the growth of democratic attitudes and social unity.



The required subjects have been selected with the aim of insuring certain common learnings considered essential for all graduates. In the field of required subjects the shift of content emphasis has been going on gradually since the cardinal principles of education were stated. Program experimentation has been influenced by the more revolutionary proposal to abandon required subjects, and to organize the common learnings necessary for successful living in the modern world into a core curriculum which would be required of all pupils. In general, modifications in the direction of a common learnings extra-class programs of school clubs for French, Latin, and many other subjects have been absorbed into an expanding method of learning. Radio amateurs, photography enthusiasts, and other hobby-interested individuals may pursue their interests during school hours.

Though few educators would label the present program in the comprehensive high school as anything except transitional, there is little inclination to return to the program of earlier years. On the contrary, there is a strong desire to move to an expanded and enriched program which will help a larger number of youth to meet their needs while growing into adult roles in American society. The direction is clear, but the many steps that educators hope will carry the program forward have yet to be taken. Then and only then will the experimenter learn whether the gains he has made are held or lost.

2. *Characteristics of the changing classroom.*—The extent of educational change cannot be measured by counting the titles of new and old courses in the school handbook. Old labels cover a wide variety of new educational experiences. Social studies include current events, use of community resources, consumer education, and many other areas. Science may include health and conservation. English has gone far beyond grammar and rhetoric and a study of the classics. Most school subjects have become broad fields of learning where pupils and teachers work to reach the objectives stated by educational leaders and the public but reconsidered as goals by pupils and teachers planning together.

Once sharply marked, the dividing line between curricular and extra-curricular activities has become blurred. The glee club, band, and orchestra have now become a part of the regular curriculum. Student publication activities have been absorbed into journalism courses. The common learnings or core curriculum programs for grades 7, 8, and 9 have increased in numbers. In grades 10, 11, and 12, however, attempts to implement the common learnings idea have been less successful.

The curriculum has increasingly included learning activities carried on outside the school building. Pupils have taken part in studies of the local community, and in social action programs based on their research. Work experience for pay, and as community service, has become a part of the school curriculum. Distributive education programs have combined the



reality of on-the-job experience with required subjects related to general education as a new phase of the curriculum.

Separate curricula for college preparation, vocational agriculture, and commercial work, which filled the school handbooks in years past, are tending to disappear. In the larger schools, pupils no longer pursue a long sequence of courses which must be completed when they elect one curriculum or another. Each pupil, with the help of teachers, parents, and counselors, selects a program of studies from the list of required and elective subjects which takes into account his personal interests, needs, aptitudes, and plans for the future. Flexibility, freedom, and a recognition of individual differences have been substituted for rigid patterns of courses designed to achieve standards of academic or vocational specialization.

Daily assignments and recitations in class work have given way to the organization of instruction into large units. The basis for the unit is some major idea, or a cluster of related ideas based on youth needs and interests, which pupils are asked to explore and understand. The unit contains suggested activities which require different abilities and which appeal to different interests of pupils. The monotony of listening to the recitation of lessons is replaced by pupil activity in which ideas learned from many sources are presented for discussion and analysis. The uniform assignment, which was often too easy for the fast learner and beyond the ability of the slow learner, has been replaced by differentiated assignments which challenge the able and give the less talented a chance to learn. The opportunity is given for future workers, farmers, managers, consumers, and professional men and women to have the experience of working together on common problems.

With the introduction of audiovisual aids has come a third change. The increasing use of film strips and recordings has been a major development in the last 10 years. Radio, television, and movie guidance bring current issues into class discussions. However, better techniques for using aids must be perfected to make them of maximum benefit in the classroom and there is a continuing need for content materials of current interest.

A fourth innovation which has modified classroom practice is that of pupil-teacher planning. The need for pupils to understand the purpose of activities and experiences in which they are engaged can be met in part by letting them help plan class undertakings. Planning sessions alternate with small group working sessions and culminate eventually into total-group sessions which may develop the topic or propose a tentative solution for a problem. The formality of the traditional classroom gives way to informal working and planning relationships. Pupil-teacher planning has led to the development of the resource unit to replace the cut-and-dried teaching unit. Since the exact step-by-step details cannot be predicted, the unit becomes a resource for the group to draw up rather than a blueprint to be rigidly followed.



A fifth change has been the development of group work directed by teachers trained in group dynamics. It is important for teachers to understand the interaction of the pupils in the class, the nature of grouping and cliques, and the agreements and disagreements that grow out of personal insecurities. Drives for status, and other factors in the development of personality, are matters of equal importance to teachers.

Over the last 30 years a large body of improved teaching methods has developed, as an outgrowth of experimentation by a whole generation of educators, and much of the practice is still undergoing improvement through experimentation. Two basic sources have furnished ideas and practices: (1) The child growth and development movement in nursery and elementary schools, and (2) the controlled research sponsored by colleges and universities. The techniques used with children have had to be adapted to older youth, and the techniques of scholars (development in universities) to be adapted to younger, less able, and less interested youth. Some basic research on adolescents has been carried on, but more is needed as a basis for the development of even sounder techniques for use in secondary school classrooms.

3. *School services.*—The school staff a generation ago consisted of the principal and a corps of teachers assigned to teach classes in subject fields, and whatever school services existed were performed by the principal or by teachers. The testing movement of the 1920's brought about the addition of the school psychologist, as a staff member without teaching responsibilities. He was followed by the school doctor, the school nurse, the dietitian, and guidance and counseling workers. These additions to the staff created a problem to secondary administration: that of coordinating the work of the two groups of staff members—service and instruction—to achieve maximum benefit for pupils.

The increasing interest in health education, including mental health, has opened up what is probably the most active field of experimentation in recent years. What is the place of health instruction as a separate subject? As a part of the science course? As an area in home economics? What part should school doctors, nurses, and dietitians play in increasing the sensitivity of teachers and pupils to problems of health and nutrition? How are repetition and overlapping to be avoided in a total school health program? In working out answers to these and many other questions, the school staff is moving toward a program of health education in which responsibility is shared by the total teaching and service staff.

The growth of the guidance movement has raised the same problems of staff cooperation in the whole program of the school. As the addition of counselors trained in psychology increased the amount of information about the personal, social, scholastic, and vocational problems of pupils, the question which immediately appeared was: "How can this knowledge be put to work in administrative policies, curriculum, teaching methods, school-home rela-



tionships, and all facets of school life—to improve the learning of pupils? Having guidance counselors present their own viewpoints in all discussions on school policy is one approach. Increasing the insight of teachers, administrators, and school service workers into the nature of pupil problems and the needs of youth—through experiences where counselors and teachers work together on a specific problem of an individual pupil—is a second approach. It is evident that when classroom teachers in charge of home rooms share in the work of counseling under the direction of guidance-trained personnel they enlarge their viewpoint and give special attention to the relationships between pupil and school. With the development of the guidance movement have come new attitudes toward school discipline, new viewpoints on school-home relationships, and new concepts of pupil appraisal, which will tend to modify school policy and practices in the future.

The guidance movement has helped to focus the attention of school personnel on the growth and development of all pupils. From this new viewpoint in secondary education has developed a new area for school research, the study of "dropouts." The early school-leaver is no longer forgotten as a necessary casualty in the operation of a selective system of education, but is seen as an individual for whom the school failed to provide opportunities to make necessary adjustments. The evaluation of all the pupils' school experiences have been analyzed in followup studies made with graduates and dropouts after they have left school. The points of strength and weakness in their school experiences provide guides for changes in curriculum to strengthen the school program.

4. *Evaluation.*—The steady growth of the testing movement begun during World War I, was encouraged by educational experimentation, by the need to measure general educational achievement for college admission, and by the necessity for proving the effectiveness of new approaches to learning. New tests for knowledges and skills have been developed, and some progress has been made in testing of attitudes. Not only have techniques been developed to collect information on the interests of pupils and their problems of personal adjustment, but, also, guidance services have provided the school with personnel better equipped to interpret data from a wider range of evaluation instruments.

The attempt to broaden the field of evaluation from the mastery of school subjects and the measurement of specific skills to as many phases of growth and development as the testmaker's ingenuity can invent is one direction of the testing movement. Another is the attempt to evaluate attributes of the individual pupil other than intelligence. At midcentury, the complexity of the testing process is better recognized than in the period of the early 1920's. Test results are being used with more caution and greater intelligence. There is optimism about the future of evaluation, and school staffs are not only better-trained to use tests than at any other period, but welcome new developments in the testing field.



5. *Democratic school administration.*—To encourage a more democratic atmosphere in the school, there has been a general change in school policies and administrative practices. Mutual respect characterizes school relationships, and this respect encourages sharing power as far as the laws placing responsibility will permit. The growth of student governments in secondary schools is one evidence of this policy. A second is the practice of operating the school on the basis of policies formed by involving the entire school staff. These changes grew out of the conviction that democracy would not be learned in an institution which was operated under a dictatorship. The fact that the dictator was able, pleasant, intelligent, and kind did not alter the situation. Faith in democratic processes led to the belief not only that decisions would be wise and just when made by the staff, but that the values of staff understanding of problems through the process of decision making were important to successful operation of a social institution such as a school.

The atmosphere of the school is recognized as an important factor in education. To maintain a democratic atmosphere called for continuous study of such factors as the social forces at work in the community, the effect of pupil cliques in school and community life, the place of the teacher in the life of the community, and questions of overemphasis of competitive scholarship and competitive athletics. Respect for the individual, with an absence of bullying and scapegoating, and elimination of community prejudice patterns in school are other aspects. Finally, many situations have to be examined in which it has not been clear whether the school has been helping a pupil to a satisfactory future or merely exploiting some particular ability—usually athletic—for institutional prestige.

6. *Wider school-community relationships.*—The democratic character of universal secondary education has demanded broad and continuous cooperation in school-community relationships. Health, safety, and recreation are three areas where the school and the community by working together have improved the quality of living. Bridging the gap between school and full employment is an unsolved community problem where the school's programs of guidance and work experience need to be supplemented by other means of school-community cooperation. Citizenship at the community level is being taught by laboratory experiences where young citizens and civic leaders work together. Another area in which school, home, and community may work together is that of general cultural improvement. The achievements made to date indicate that a large number of opportunities, not yet developed, remain in the area of school and community cooperation.

The measure of responsibility to be accepted by the school and by community groups has not been clearly defined. The somewhat common assumption that the school is the one institution that reaches all the children and youth, and therefore should assume a position of leadership, overlooks the fact that the school's primary responsibility is the education of its pupils. If the school-community relationship helps the school to do its primary job



better, there is no conflict; but there are many tasks in every community where leadership and major responsibility should come from other institutions and agencies.

## UNFINISHED BUSINESS OF SECONDARY EDUCATION

1. *The secondary school staffs need to continue their studies of all youth, but especially those now tending to drop out before graduation.*—Since almost one-half of the youth of the United States do not complete grade 12, further improvements should be made in the holding power of secondary schools. General reasons for early school leaving which have been stressed in educational writing include: low family income, lack of success in school work, a low level of educational aspiration, a feeling that the school offers nothing which is of value to the pupil, and the desire for early financial independence. However, general reasons do not apply with equal measure in any given community. A dropout study reveals the reasons boys and girls give for leaving a particular school prior to graduation. These reasons must be kept in mind when questions of a change in policy or program are considered by the school and community.

Examples of helpful studies are given in Chapter Two. Increasingly, schools are using the techniques available for learning more about pupils, and former pupils, and are improving these techniques as a result of experiences.

2. *Educators are working to establish a 14-year sequence of educational experiences which will eliminate the selective character of secondary education.*—Traditionally the secondary school was a separate institution, not a continuation of elementary education. Earlier secondary schoolmasters assumed that entering pupils had mastered reading, writing, grammar, arithmetic, and spelling. Those who did enter without such mastery were not taught these skills; they were eliminated from school. Under present laws each pupil must attend school until the age of 16. If he fails to master the skills of English and arithmetic, he can either be retained in the elementary school with younger children or promoted to the secondary school with his own age group without having mastered these skills. Retention with younger children deprives youth of opportunity for social development, and such a policy often meets opposition from the parents of the children in the lower grades. Too often a policy of drift has allowed pupils to attend classes where they did not have the basic skills to do the work required; and little effort has been made to teach these skills. The teaching of the basic skills should become a matter of primary concern during all the years of compulsory schooling—not during just the first 8 years.

Progress is being made in two areas, the junior high school and the junior college. The transition from a situation where one teacher teaches all subjects in one room, to a program where each subject is taught by a different



teacher in a different room, is made less difficult when large blocks of time are given to a teacher for a unified program. The same teacher is in charge of the pupil's home room. The transition from grade 12 to 13 is less sharp when the first 2 years of college are regarded as a continuation of the pupil's education rather than the fresh beginning of a new educational experience, when the junior college or community college is a part of the same system.

Where the secondary schools and colleges are under different authorities, school-college agreements are exploring new ways of dovetailing the 12th and 13th grades to make transition less difficult.

The present requirements for college entrance are being made the subject of careful study. A standard requirement of 12 years of schooling offers little provision for individual differences. Many pupils have demonstrated the ability to begin college work after 10 or 11 years spent in school. In the current experimentation, the age, the aptitude, and the social maturity of the pupil are being studied as factors related to his ability to do creditable college work.

The 14-year sequence would be designed to help children and youth to live in contemporary American society. The education would be general, with specialized education introduced for some pupils at the end of the 10th year. This does not mean that the general education should be uniform. Groups of pupils with different interests may reach the same general objectives by different studies, activities, and experiences. Each student's school program should include experience in: health, safety, leisure-time habits, citizenship, economic competence, general work skills and attitudes, self-understanding, human relations, and home and family—built during each year. The instructional experiences should be discontinued only when a level of competence suitable for American living has been achieved. Such a level of competence is not easy to determine in any of the areas mentioned above. Obviously the schools should not attempt to carry programs of health education, for example, to the point where all graduates would be doctors. However, the levels of desired competence for the laymen in a changing society may vary in different places and times.

At the end of the 10th, 11th, and 12th years, pupils who have demonstrated their maturity and competence to do college work will be transferred to college programs. Other pupils will complete their programs of full-time education with general, commercial, vocational, and technical courses during these years. *Note*

*3. In terms of time allotment, an appropriate balance between required and elective subjects or areas of learning has not been adequately determined.*—Secondary schools have experimented with a variety of programs, but the results of the experiments have led to little agreement. At one extreme are groups which would require no subjects at all beyond the eighth grade and make the whole program of 16 units elective. Such a policy *has been*



would give the guidance counselors room to help each pupil make up a program in which he could develop his interests and aptitudes. There are few who advocate that all 16 units be required subjects, but many would insist upon 11 required units for all pupils, leaving time for 5 units in vocational courses and special interest areas. This large block of requirements is defended as necessary to insure unity for all secondary education. At present, State requirements for graduation range from 5 to 10 units. Pressures from subject groups would add more mathematics, science, and modern language to the present requirements. Health, safety, and practical arts are other areas which are also currently considered necessary, and pressure is being exerted to increase their time allotments.

The basic assumption under the program of required subjects is that a uniform program insures, to some extent, uniform learning results. This assumption has been challenged, and the diverse outcomes from a standard program are sometimes compared with the relatively uniform results of varied programs. Safety may be learned in a variety of experiences and is learned best in situations where the learner is highly motivated. The same may be true of other knowledges, skills, attitudes, and desired outcomes. Problem-solving, with about the same results, may be learned in many courses in agriculture or home economics, or in social studies and a number of other subject fields. The experiences at the workbench in a shop may be more effective in showing many pupils the way to solve a wider range of problems than the assigned reading they do at the table in the library. Further research and the discovery of new teaching techniques are needed for the development of varied approaches to desired learning.

4. *Continued experimentation is needed to provide for greater individualization in instruction by a wide range of methods.*—It is known that pupils learn at varied rates, and pupils with different interests learn from different experiences. Some secondary schools have adapted the methods of research laboratories and college seminars. Public forums have inspired round tables and panels in the classrooms. Emphasis on child development in the elementary schools has furnished basic ideas and techniques which have been adapted for secondary school use. However, there is probably a limit to borrowings from above and below. Although it appears that progress is being made in developing new techniques for teaching pupils in grades 7, 8, and 9, providing educational experiences for the slow learner has remained a persistent problem especially in the upper secondary grades. Individualizing instruction is of special importance in classes where the subject is required of all pupils. In these classes the range of ability is wide, interests are varied, and the socioeconomic background of the pupils reflect a community-wide range of customs and aspirations. The teacher is challenged to provide experiences which will not only encourage the able and interested pupils, but which will also awaken interest in the apathetic and less talented. At the same time he must try to preserve this unity of group discussion. The



problem appears in all classes. The idea must be recognized that no two individuals are alike and the idea rejected of imposing conformity through education.

Ability grouping and similar administrative arrangements are no longer embraced as panaceas for solving problems of individual differences. Small schools find the problem of scheduling the different groups impossible. In large schools it is comparatively easy to organize groups on the basis of general intelligence and reading achievement but much more difficult when such additional factors as socioeconomic background, emotional development, and rates of physical maturation are considered.

Experimentation is needed to provide pupils with greater flexibility in planning their programs, which should be made under the guidance of parents and teachers. Some pupils obviously need more knowledge and skill in a given field than others. Some schools, therefore, are frankly offering not one-half units, as has long been done in such fields as music and art, but one-third, one-fourth, or one-fifth credits in a wide variety of subjects.

Other types of flexibility in scheduling are plans whereby pupils study one subject intensively all day or two subjects a half day each for a 9-week span and then go on to the next field of study. Year-round programs divided into quarters are also under experimentation. In these a pupil attends any three of the four quarters. The remaining quarter is devoted to such other purposes as the individual's needs may dictate.

5. *There is need for more experimentation to build a program of work experience.*—At least three goals are to be achieved in the work experience program: (1) Some work experience for all pupils to bring them into contact with business and industry and the problems of preparing for a job; (2) extended work experience for some youth to bridge the gap between school and full-time employment; (3) work that will provide not only experience but also income for youth from families in the lower economic groups. Instruments for evaluating personal growth as an outcome of all work experience, including summer employment, need to be developed. Successive experiences in the work field could then be planned on the basis of strengths and weaknesses revealed by evaluation.

There are many problems which must be solved in cooperation with business and labor leaders. In many cases the most valuable work experiences for youth would cost business and industry more than they would receive in return. Labor leaders will be anxious to guarantee full employment for adult workers. Schools, parents, and social agencies will be sensitive to exploitation. However, most citizens believe that there should be no wide gap between full-time schooling and full-time employment for youth. The problem is to translate the conviction into action programs which will be approved by youth, parents, and the major groups with a stake in the problem.

6. *An adequate program for appraising the educational development of individual pupils needs to be developed.*—Instruments entirely adequate for



measuring present achievement as an alternative measure to time spent in class have yet to be developed. Devices for predicting future achievement are needed in many areas, and, unfortunately, they are difficult to develop. The use of tests in the armed services, and the growing practice of testing in personnel offices of business and industry, should aid the schools to devise better tests to measure achievement and growth. In addition, the wide use of tests in other areas of American life should develop a public opinion which will accept these means for appraising, for promoting, and for graduating pupils when the schools finally adopt them.\*

The accumulation of a 4-year block of 16 Carnegie units, though deeply entrenched, has become inadequate as a process for gaging a youth's educational growth and development from high-school entrance to graduation. This unit based chiefly upon the time devoted to a given subject was originally devised by college administrators whose purpose was to bring about greater uniformity in the preparation presented by high-school graduates for college entrance. The Tests of General Educational Development which have been used in evaluating the achievements of veterans of the armed services suggest instruments which might supplant or at least supplement the Carnegie unit.

Many important high-school learnings—music, art, physical and health education, school and community service—are not yet fully evaluated in terms of Carnegie units. Now that widespread efforts are being made to further the general education of all youth of high-school age through fusion of courses, core procedures, and common learning programs, the task of assigning values based chiefly upon time units becomes more and more difficult. Increasingly the reliance upon the Carnegie unit as a sole measure of educational achievement has come under scrutiny.

The question of promoting high-school pupils on the basis of chronological age, as has long been done by many elementary schools, is now being boldly faced by the secondary schools. Certificates for early school-leavers which show both the quantity and quality of the work done are being tried out. Schools using this device record all of the significant accomplishment, both class and extraclass, which have been outcomes of the pupils' school experiences.

7. *Secondary school teachers and principals have a contribution to make toward improving programs of teacher preparation.*—Leaders in secondary education for more than a generation have insisted that decisions about secondary education should not be made exclusively by colleges and universities. This attitude has brought secondary school teachers and administrators into the curriculum field, first as partners with college personnel,

\* While test development in schools has been the forerunner of test development in the armed services and in industry, school testing programs have always been stimulated when their instruments were adapted and used by other agencies.



and increasingly as the group most important in determining the school program. The responsibility of secondary school educators in the field of teacher preparation is receiving more attention from the men and women who are actually doing the job, but there is still a gap between preservice teacher education and the professional needs of teachers who are actually in the classrooms. Such systematic efforts to identify these needs as are represented by the Consensus Studies in the Illinois Curriculum Program<sup>6</sup> should be developed in many places.

When teachers and administrators have been encouraged to pool their ideas in workshops and school staff meetings, they have made useful contributions to teacher education. Universal secondary education is being improved by innovations in hundreds of schools and thousands of classrooms. The results of these promising practices reported in educational literature should contribute to the revision and improvement of teacher education.

8. *The problem of school finance remains critical even after the adoption of State equalization programs.*—One foreseeable future need is that of greatly increased expenditures for secondary education to take care of a larger enrollment. There is almost universal agreement on this conclusion, but little consensus on who is to pay the bill. The minority who disapprove of any tax increases for public education might hold the balance of power in some communities and be able to prevent tax increases of any kind.

At an early date the alternatives to increasing school revenues should be clearly presented to the citizens of each community. Over-large classes and half-day sessions are two alternatives, which will cripple the education of youth unless the home supplements the work of the school by a much closer supervision of home study, and unless the community provides a wider range of free cultural and recreational experiences than most homes and communities are providing at present. If the citizens are unwilling to pay for such services, the alternatives are a neglected generation of youth or an increase in the amount and quality of effort spent in the home—supervising intellectual and cultural activities—and time spent as volunteers in the community on group work. On the current budget, no school should promise directly or by implication that it can continue the services, now provided, for twice the number of pupils. A policy of indecision which leads to improvisation in teaching too many pupils, followed by a rationalization that the makeshift operation is "adequate," will be of small service to schools, youth, or community.

Questions relating to the size of secondary school districts are important for better school support and more effective education. Comprehensive high-school programs seem to require a minimum enrollment of about 75

<sup>6</sup> *Prospectus of the Local Area Consensus Studies.* Bulletin No. 15. Springfield, Ill., Superintendent of Public Instruction, 1951.



pupils for each grade. Although there is serious doubt as to the effectiveness of many small secondary schools, a program of wholesale consolidation on the basis of size alone would probably violate more principles of sound education than it would serve. Secondary school people cannot justifiably support movements unless they are based on the educational needs of youth. They can support only those which they believe increase the opportunities of youth for better education. Often such a movement has proved to be one which enlarged the administrative area and the financial support of a district and at the same time sustained and strengthened community schools.

9. *The whole question of home-community-school responsibility should be reexamined.*—A reexamination of the home-community-school responsibility may be forced if larger school revenues are not forthcoming. Even if a larger school income appears, the problem is still important and its solution involves increased participation by noneducators in the determination of educational policies and procedures. The school frequently has assumed, or has been given, an imposing number of responsibilities: insuring safety, good public order, good citizenship, better health, and wholesome recreation; inculcating high moral principles; helping pupils make good decisions; developing sound personalities. Many schools have accepted this enlarged responsibility, but it should be made clear that the school cannot be held solely responsible in all of these areas. The home, voluntary organizations, law-enforcing agencies, social agencies, churches, and the general communities must do their share. Many functions now performed at school might be done as well, or even better, at other places by other community agencies. Social workers have a contribution to make to many aspects of youth adjustment and education. The local community agencies could expand their services in health, guidance, and other areas where the joint efforts of home, school, and community are needed.

The overarching problem which spans all the unfinished business is that of developing in youth the desire for an education that will help him to adjust to a democratic society in an age of science and technology and to take his part in building it. Many of the essentials of such an educational program are not clearly known, and wait for research and mass experimentation. However, the rough sketch available shows that the present organization and machinery are inadequate, and not all teachers and administrators have the vision, education, and training for the job ahead. Educational advancements during the next century, if they are made, will require the professional services of the ablest people. It is no secret that at the present time the chief rewards for such service are the intrinsic satisfactions of teaching. These attract some but not enough of the ablest youth to careers in secondary education. Certainly, the present income and status of many teachers offer little incentives to the best-endowed young men and women. Without some change in public support, the future may see larger numbers of youth receiving little more than custodial care from mediocre teachers lacking in initiative, intelligence,



intuition, insight, and imagination. What action programs are needed to keep the gains made for secondary education and to push ahead to complete a program of universal secondary education?

## ACTION PROGRAMS NEEDED

### *Local Programs*

Each of the 27,000 secondary schools in the United States is a potential center of experimentation. During recent years many teachers and administrators have received some training in research techniques. They have some knowledge of the research completed on educational problems, and there are few schools so isolated that good educational literature cannot be obtained. Staff members have been trained to locate these materials and to make the best use of them. Perhaps the greatest blocks to experimentation are psychological—the feelings that research can only be carried on in a university graduate school and that the only purpose of research is to earn an advanced degree. These can and should be removed.

The wide range of problems found in these 27,000 schools invites experimentation. Since the school districts run the scale of size from urban congestion to rural sparsity, the social climates vary from suburban exclusiveness, through urban cosmopolitanism, to rural equalitarianism. Some schools send large numbers of graduates to college; others watch almost all of their graduates go directly to jobs. Although the schools represent a cross section of American society, the segments of that society appear in different proportions in each school. No single educational pattern can be used in these varied communities, as, obviously, socioeconomic backgrounds of dominant groups of pupils determine their behavior, intellectual achievement, and level of aspiration. The alternative is neither anarchy nor class education, however. It is certain that the major objectives of American culture can be learned in diverse situations, with results that are harmonious if not uniform.

Local communities engaging in experimentation need help. They should have clearinghouses through which the community planning to embark upon an experiment can locate and question other communities of similar size which have faced similar problems. Such a group now exists in the Larsen committee,\* which maintains a file of action programs which have been used in local communities. Schools that write in and describe their problem for study receive information on the techniques and results obtained in other places where the same problem has received serious attention.

The staff of the College of Education of the University of Illinois, working with the State Department of Public Instruction, has developed survey instruments which schools can use to study special problems. The studies of

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\*National Citizens Commission for the Public Schools, 2 West 45th Street, New York, N. Y.



hidden tuition costs, participation in extracurricular activities, consensus in local areas, and dropouts are examples of research which may lead to action programs when the results of surveys are made known to the school staff, parents, and the student body. The results of a consensus study show schools how much agreement and disagreement exist among pupils, teachers, parents, and other citizens as to the goals of the school and the school's effectiveness in reaching these goals.

Approximately 1,000 institutions of higher education have consultants available to help schools located near the college or university use their facilities to gather data and interpret the data when they have been collected. New devices are needed, however, and will appear as the specific problems of secondary education are more completely described.

The Evaluative Criteria<sup>\*</sup> have served as bases for schools to conduct self-surveys. In some cases, educators from outside the school systems assist in the task, but the school staff makes its own inventory of strengths and weaknesses, using the Evaluative Criteria for judging the effectiveness of the school program. Action programs are planned to eliminate weaknesses revealed by the survey.

There is a continuous program for additional school support, which schools and their community supporters have always had to carry on, and the endeavor to make the work of the school effective in the life of the community has encouraged school support. Many additional services have been added by schools as lay participation in school planning has convinced a majority of the citizens of a need for them.

The growth of the Community Council idea has opened a new approach to school-community relationships and the educational reconstruction which may be a necessity in the community. A council to study all of the social and economic problems of the community and to plan action programs for improving community conditions will help the school to see more clearly its role in community life. It may also lead to a new allocation of responsibilities in which the school may carry on the work it is best qualified to do, but not assume by default the total responsibility merely because it is the only institution in the community which reaches all youth.

The question of staff time for experimentation has not been settled in most communities. Teachers and principals usually have assignments which give them the alternative of ignoring research, or planning or carrying on such work after school hours—on Saturday or during the summer vacation. The 12 months' contract with workshops offering school staffs opportunity for full-time summer study of the school in the community is one answer some schools are using. In some schools during the school year substitute teachers relieve those with research and planning responsibilities. Any

<sup>\*</sup> Cooperative Study of Secondary School Standards. *Evaluative Criteria*. Washington, D. C., American Council on Education, 1950.



plan which does not add extra burdens to an already fully loaded staff takes money. As expenses increase through providing for the large enrollment of the future the danger is present that experimentation may be reduced to the vanishing point unless additional school support for the purpose is planned and provided.

### *State Programs*

Many problems of secondary education cannot be solved by the local community. As a consequence, when some functions need to be changed, they must be changed at State levels. The certification of teachers, for example, has generally remained under State control, and any change in the certification rules must be a statewide movement.

Less generally under State control but still an area for State leadership is the course of study. In recent years revisions of the curriculum have often been made by large numbers of teachers and educational leaders from a maximum number of communities in the State, and there has been increasing flexibility in the use of courses of study outlined at the State level. However, there are statutes in some States which require instruction in United States history, civics, health, alcohol and narcotics, and conservation. The State school officers are responsible for outlining such instruction and for some measure of supervision over this part of the program of studies. It follows that any changes effected in those parts of the program mandated by the State must be brought about by action programs at the State level.

In the States where a large part of the local school budget comes from State funds, there is a tendency toward increased supervision, to make sure that State funds are spent for teachers who are adequately trained, in schools that are adequately equipped, and to provide some system of priorities for school instruction.

There are many studies that gain from uniformity because results of class achievement can be compared. The Iowa Every-Pupil Tests is an example of a State program which gives to each school in the fall its pupils' scores in educational achievement. The plans for the rest of the year can then be made with strengths and weaknesses revealed by the tests in mind. Dropout studies and followup studies have been carried out under State direction, and the general findings have been published. If not pushed too far comparison here may be useful. By comparisons with the achievements of other schools in the State, local apathy and provincial smugness—serious blocks to school improvement—may be removed.

In the instructional area, there is a trend toward abandoning authoritative approaches in favor of State and community cooperation. The Illinois program previously mentioned is an example. While the local school assumes responsibility for making the studies and deciding on the action programs which may follow, the tools and the consultative services are supplied by the State.



In at least two States the requirements for college entrance have brought about State-college-community cooperation. Secondary schools and colleges work in joint committees to plan school programs which will prepare graduates for college work, and at the same time train youth for living in American society. State leadership brings the two groups together.

The more active role of the State in health, welfare, employment services, conservation, and law enforcement, raises the question of new allocations of responsibility at State level and shows a need for coordinating the work of State agencies in the areas where they come into contact with the schools. Confusion and competition arise when two agencies work in the same area, with the same school, but with not always the same ends in view.

### *National Programs*

Government authority has no control over public education at the national level, but voluntary nongovernmental organizations have provided for leadership on a national scale. Four leadership groups and the functions they performed can be noted as examples:

1. The Educational Policies Commission has issued statements of policy which have grown out of the study of current issues in education. These policy statements have stimulated and served as a framework for discussion and, where the conclusions could be well documented, have been used as outlines for action programs. The periodic summarization of educational thought and the distribution of these summaries to the field have been a useful service and should be continued.
2. The Educational Testing Service\* has provided leadership in the development and refining of tests to evaluate even broader outcomes of education.
3. The Consumer Education Study sponsored by the National Association of Secondary-School Principals was an experimental move toward a national curriculum laboratory along the lines of the testing service but it has met with less success. The study produced materials for use in courses in consumer education, but no further areas have been explored on the same basis. The need for an organization which would pioneer new materials around areas of living has been recognized for some time.
4. The materials on human relations published by the American Council on Education\*\* represent another pioneer venture in the publication of curriculum materials. The group which carried on the experimental study in intergroup relations from 1945-48 wrote the materials and tried them in classrooms. Many cooperating teachers assisted in summer workshops. Having materials prepared by teachers and tested in teaching situations, however, was a different approach. The decision of whether a national group is needed or whether materials should come from teacher-class experiments has not yet been made.

### *Current Experimentation*

Experimentation was resumed in human relations and citizenship in the postwar period. To the experiments just cited could be added the Detroit

\* Princeton, N. J.

\*\* Taba, Helen, et al. *Intergroup Education in Public Schools*. Washington, D. C., American Council on Education, 1952.



Citizenship Study, the Kansas Citizenship Study, the Harvard-Boston University Citizenship Study, and—largest of all—the Citizenship Education Project sponsored by Teachers College, Columbia University.

The Joint Council for Economic Education carried on a program to improve economic education. Another program in the same area was sponsored by the University of Pennsylvania. These experiments were narrower in scope than the experimentation of the 1930's. The general area of the social studies received most of the emphasis. No new techniques for spreading new practices were invented; the workshop approaches of the Eight-Year Study were the models used for much of the work of the period 1945-53. Because the experiments were focused on single problems, they probably were less effective in influencing the whole field of secondary education than the broad-gauged approaches of the 1930's.

Support for broadly conceived experiments such as the Eight-Year Study and broad surveys similar to the studies of the American Youth Commission are needed in the 1950's. These important movements were made in a depressed economy, and the conclusions reached by new experiments or surveys in a period of world tension and full employment may or may not be the same.

Finally, secondary education needs the stimulation which continuous experimentation generates. The present educational system is the end product of a generation of experimentation which has produced a body of literature almost the world's sole resource for planning the much needed years of secondary schooling for the youth of the world. Although the shortcomings of American secondary education may appear sizable to the American student of education, they no doubt seem small to educators from foreign countries who are planning to expand secondary education to include more than the 2 percent to 15 percent of their youth currently in secondary school. One may conclude that an enormous and necessary task undertaken during the 20th century is but half finished. This is the task of providing universal secondary education for all youth that they may live in a society which must make a full utilization of scientific discovery. The speed with which this assignment is completed depends in part on the resources which the public through public funds, individually or through foundations are willing to devote to the unfinished business of providing education for all American youth.



## Selected Bibliographies

### *Office of Education Publications<sup>1</sup> Directly Growing Out of Life Adjustment Education*

**Developing Life Adjustment Education in a Local School.** Howard H. Cummings, John R. Ludington, and Howard R. Anderson. Revised June 1951. 24 p. multi. Free. (Circular No. 253.)

Suggests ways in which school staffs may develop educational programs to meet local needs. Includes a statement of guiding principles and references to materials helpful to local staffs.

**Good Schools Don't Just Happen! A Guide to Action for Life Adjustment Education.** Produced for the Commission on Life Adjustment Education for Youth, by Science Research Associates, 57 West Grand Avenue, Chicago 10, Ill. 1949. 26 p. Single copies available free from Science Research Associates.

Provides a checklist of goals of a good school; sets forth some of the problems which must be solved by school and community; and suggests ways that community leaders can help solve these problems.

**Improving School Holding Power—Some Research Proposals.** Work Conference on Life Adjustment Education, Chicago, Ill., February 5-7, 1951. 86 p. 40 cents. (Circular No. 291.)

Proposals for research which can be carried on in large city school systems, together with statements by conference participants of practices believed to contribute to improved holding power in the public schools.

**Life Adjustment Education for Every Youth.** 108 p. 30 cents. (Bulletin 1951, No. 22.)

Includes reports of meetings of the Commission on Life Adjustment Education. Describes common or fundamental understanding upon which many educational workers have agreed as a basis for a program of action.

**Life Adjustment Education in the American Culture.** Work Conference on Life Adjustment Education, Washington, D. C., October 8-10, 1951. 95 p. 30 cents. (Circular No. 335.)

Defines and discusses problems of living faced by American youth and explores ways in which the school can help with these problems.

**Pupil Appraisal Practices in Secondary Schools.** Report of the Fifth National Conference sponsored by the Office of Education and the Commission on Life Adjustment Education for Youth. Washington, D. C., October 6-8, 1952. 111 p. 50 cents. (Circular No. 363.)

Addresses, panel discussions, and reports of discussion groups on current developments, problems, and next steps in improving pupil appraisal practices.

**A Selected List of References on Life Adjustment Education.** November 1952. 8 p. multi. Free.

**Sources of Materials Dealing with Reading Difficulties.** Helen H. Murray. June 1948. 8 p. multi. Free.

Many high-school pupils lose out because they cannot read. This annotated list of references deals with problems of reading in high school and suggests sources of easy-to-read materials for secondary school pupils.

<sup>1</sup>Except those marked "free," Office of Education publications are available at the prices indicated from the United States Government Printing Office, Washington 25, D. C.



**Vitalizing Secondary Education.** Report of the Commission on Life Adjustment Education. 106 p. 30 cents. (Bulletin 1951, No. 3.)

A summary of activities of the first Commission on Life Adjustment Education followed by discussion of both State and local programs of life adjustment.

**Why Do Boys and Girls Drop Out of School, and What Can We Do About It?** Work Conference on Life Adjustment Education, Chicago, Ill., January 24-27, 1950. 72 p. 45 cents. (Circular No. 269.)

Abridged statements of the work groups in a conference of representatives of cities of over 200,000 population.

### ***Office of Education Publications Relating to Life Adjustment Education***

**Better Living Through Wise Use of Resources.** Helene Hatcher. 76 p. 25 cents. (Bulletin 1950, No. 15.)

Provides school administrators, supervisors, and teachers with basic understandings of problems of resource use and suggests educational measures for vitalizing the teaching of conservation. Contains master bibliography.

**Boys and Girls Study Homemaking and Family Living.** Developing Courses for 11th and 12th Grade Pupils. 1951. 58 p. 20 cents. (Vocational Division Bulletin No. 245.)

Suggestions for high-school teachers whose students have been asking for information that will help them with their everyday living problems.

**Broadening the Services of Small High Schools.** Walter H. Gaumnitz and Grace Wright. 45 p. 15 cents. (Bulletin 1948, No. 9.)

Cites major limitations of small high schools and describes actual practices through which some of these schools are overcoming these limitations. Includes bibliography.

**Cooperative Planning—The Key to Improved Organization of Small High Schools.** Walter H. Gaumnitz and Wilbur Devilbiss. 1947. 21 p. 10 cents. (Pamphlet No. 102.)

Sets forth the basic principles to be followed in organizing a small high school for improved services through the cooperative action of the principal, the teachers, the pupils, and community leaders. Gives concrete suggestions on making maximum use of community resources in the small high school. Includes selected and annotated list of references.

**The Core in Secondary Schools: A Bibliography.** Grace S. Wright. (Circular No. 323) Rev. November 1952. 12 p. Also 1952-53 References on The Core in Secondary Schools. (Supplement No. 1.) November 1953. 7 p. multi. Free.

Annotated and classified.

**Core Curriculum Development: Problems and Practices.** Grace S. Wright. 104 p. 30 cents. (Bulletin 1952, No. 5.)

Reports core practices in 519 schools and gives examples of how problems reported by principals are being successfully met in some schools.

**Education for the Talented in Mathematics and Science.** Kenneth E. Brown and Philip G. Johnson. 34 p. 15 cents. (Bulletin 1952, No. 15.)

Reports activities of leading educators to provide increased facilities and methods for the maximum development of rapid learners in these fields.

**Education Unlimited—A Community High School in Action.** Grace S. Wright, Walter H. Gaumnitz, and Everett A. McDonald, Jr. 36 p. 15 cents. (Bulletin 1951, No. 5.)

Describes the way in which faculty, pupils, and parents in a high school of 200 pupils participated in planning a program to serve all youth. Emphasizes flexibility of scheduling, work experience, correspondence courses, and better use of pupil time.



Handbook of Cumulative Records. David Segel, et al. 104 p. 30 cents. (Bulletin 1944, No. 5.)

Reports status of cumulative records in the United States and explains their use in instruction and pupil-personnel work. Examples are given.

The High School of the Future. Galen Jones. Reprinted from *Teachers College Record*, 50: 451-56, April 1949. Free from the Office of Education.

Presents five aspects of the program of the future secondary school.

Home, School, and Community Experiences in the Homemaking Program. 1953. 69 p. 25 cents. (Vocational Division Bulletin No. 252.)

Shows how learning experiences carried on in school, home, and community can be integrated into a total homemaking program.

Intellectual Abilities in the Adolescent Period—Their Growth and Development. David Segel. 41 p. 15 cents. (Bulletin 1948, No. 6.)

Outlines the main principles of growth and development in mental traits and draws implications for the curriculum and pupil-personnel programs.

The National Picture of Pupil Personnel and Guidance Services. Arthur J. Jones and Leonard M. Miller. Reprinted from the Bulletin of the *National Association of Secondary-School Principals*, February 1954. Free from the Office of Education.

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